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# CONTROL DIMENSIONS AND SCHOOL BOARD DECISION EMPHASES

by

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PATRICK J. RENIHAN

A THESIS
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled Control Dimensions and School Board Decision Emphases submitted by Patrick J. Renihan in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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THIS WORK
IS DEDICATED TO THE MEMORY OF
DANIEL AND KATHLEEN RENIHAN

# ABSTRACT

This study was designed to facilitate the construction and application of a framework pertinent to the description of the control exerted by boards of education. Based upon the relationship between control and decision making, the development of the framework focused on three facets, namely, what is controlled, what type of control is exerted, and what level of control is exerted. A model was constructed to provide for the description of each of these facets. This model involved control dimensions consisting of Setting Standards and Objectives, Monitoring, and Taking Corrective Action; decision levels consisting of Policy-Oriented, Routine Administrative, and Residual decisions; and operational areas consisting of Staff Personnel, Pupil Personnel, School-Community Relations, Curriculum and Instruction, Finance and Business Management, School Plant, School Board Business and General Tasks.

The application of the framework involved the analysis of decisions made by school boards in British Columbia. Twenty-five boards were selected by means of a random sample stratified on the basis of School District Size and Local Fiscal Effort. Of this sample, 21 boards participated in the study. The minutes of the regular meetings of these boards for the period January to December 1975 were analyzed.

Two considerations were involved in the application of the framework. First, control was described in terms of the relative decision emphasis placed by boards on each component of the control framework. This pertained to a score calculated on the basis of percentage of total school board decisions. Second, relative decision emphases for these categories were examined in terms of their relationships to school board contextual variables.

From the major findings, it was concluded that School Finance and Business Management and Staff Personnel tended to be the most heavily emphasized of the operational areas in school board decisions, while boards tended to devote minimal attention to Curriculum and Instruction; board decision emphases were predominantly oriented toward Routine-Level Monitoring activities; school boards did not tend to be markedly involved in Residual or trivial decisions. From the investigation of possible relationships between contextual variables and control, it was concluded that the type and level of control and the relationship of these to contextual variables varied according to operational area; the tendency of boards to make more decisions appeared to be accompanied by greater relative decision emphasis on Residual-Level decisions and less on Policy-Level decisions; greater Local Fiscal Effort of a district seemed to facilitate greater involvement of boards in School-Community Relations decisions; greater Local Fiscal Effort and greater District Size seemed to be accompanied by greater emphasis by boards on Curriculum and Instruction decisions.

Recommendations pertained to the productive utilization of time and effort by boards in their decision-making, the need for greater emphasis by boards on Curriculum and Instruction, the freedom of boards to make decisions concerning community interests, and the need for boards to avoid preoccupation with quantity rather than quality in policy-level decisions. Finally, recommendations were made concerning the replicability of the study, and implications for further research utilizing and improving this framework were discussed.

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# Chapter I

# INTRODUCTION AND OVERVIEW

## CONTEXT OF THE STUDY

The idea of control as a major function in the management process has been given consideration among the scientific management theorists. For example, some of the earliest writers to describe the control process and related principles were Robinson (1925), Urwick (1928), and Fayol (1949). These writers identified control as a fundamental of business management, and emphasized the importance of the concept to the organization as a whole. Graicunas utilized ideas originated by Sir Ian Hamilton in describing the principle of "span of control," pertaining to the optimum number of subordinates that a superior should have directly reporting to him (Urwick, 1964).

The subject of control in organizations has since been investigated in a variety of organizational contexts and from a variety of perspectives. One of the first empirical studies of control was that which was conducted by Holden, Fish and Smith in 1941, in which control practices in thirty one leading American corporations were investigated. Since that time, studies have concerned such points of emphasis as control practices in organizations (Villers, 1964; Deming, 1968); the effect of strategies of control upon organizational structure (Child, 1972) and upon organizational behavior (Child, 1973); the effect of control distribution on organizational effectiveness (Bachman, Smith and

Slesinger, 1969) and the "synergistic" nature of control in organizations (Tannenbaum, 1968).

In education, studies have investigated the relation of control structure to dimensions of organizational climate (Otto and Velman, 1967), and to the willingness of teachers to adopt trusting attitudes (Belasco, 1972). A recent study by Belasco, Milstein and Zaccarine (1976) has suggested a revision of Tannenbaum's "expanding pie" hypothesis in the light of intervening variables based upon a subordinate participation cycle.

Several writers have indicated that the concept of control remains problematic. Dauten, Gammill and Robinson (1958:42), for example, have observed that control has long been considered to be "one of the least understood areas of management activity." Jerome (1961:42) stated that "the word control has the serious shortcoming of having different meanings in different contexts." More recently, Reeves and Woodward (1970:38) have pointed out how, in the literature related to organizational behavior, "there is ambiguity in the use of the word control." Finally, Eilon (1971:14) found it surprising how loosely the term is employed in the management literature.

Prominent authorities on school boards in the Canadian context have addressed the issue of control in terms of control distribution among levels in the educational system. They have emphasized the political ramifications which this entails (Hodgson, 1968; Langlois, 1974; Cistone, 1975; Bargen, 1976). Little attention has been given to defining the elements of control exercised at what

Ziegler and Jennings referred to as specific "policy levels" in the organization (1974:12). There remains a need for a framework for descriptions as to types of controls exercised, the individuals or levels which exercise them and the levels of decision at which they are exercised. Three control elements "setting standards and objectives," "monitoring" and "taking corrective action" are given prominence in management theory. Luthans (1973:259) noted that control is sometimes mistakenly equated with only one of these elements. One might therefore question the reliability of studies which are based on the assumption that the concept of control has similar connotations for different groups and individuals.

The above-mentioned elements, together with a categorization of decisions according to level of importance, and an examination of operational areas controlled, provide a basis from which to define and describe control in education in more precise terms than general discussions of "who controls what" have to date provided.

## PURPOSE OF THE STUDY

The central purpose of this study was to develop and apply a framework for the description of the control exerted by boards of education.

## SIGNIFICANCE OF THE STUDY

### Significance for Theory

Anthony (1965:1) has suggested that: "To be useful, material dealing with any broad subjects needs to be organized within a framework of topics and subtopics." This study has relevance to theory in that it approaches the concept of control from the perspective of such a framework. It represents an attempt to move away from the treatment of organizational control in research as a general "uni-dimensional" phenomenon. It provides a means by which to determine how certain facets of control might receive greater prominence than others at specific levels in an organization and how certain contextual variables might influence this. The major significance of this study for the researcher is summarized in this comment by Anthony (1965:3):

> If a proper framework exists, together with generally agreed upon definitions and concepts for the main topics, (the researcher) could present new ideas relating to specific subtopics without all this repetition or likelihood of misinterpretation.

### Significance for Practice

Grieder, Pierce and Jordan (1969:121) have noted that the "quality of educational service in any given community is largely dependent upon the quality of its board of education." The importance of the school board control function in this respect has been observed by most authorities on this subject. This study has relevance for practice in that it provides a basis for the description of school board control and therefore helps to fulfill the need indicated by Langlois (1974:29) for a clear definition of local control.

Description of the type of level of control exerted for each operational area in education might be regarded as an indicator of the effectiveness of a local education system. Strong and Smith (1968:7) pointed out that each dimension of control is important and if one is overlooked, control is apt to be lacking within the system. In terms of level of control, if emphasis on policy decisions can be regarded as an indicator of school board effectiveness (Iannacone, 1970; Bargen, 1976), then identification of operational areas and control dimensions in which school boards are potentially more effective may be made.

## DELIMITATIONS OF THE STUDY

1. Ziegler and Jennings (1974:12) noted:

> Because there are so many policy levels, the first task confronting anyone who plans to study educational governments is the establishment of limits to the investigation. It is obvious that some levels of decision-making will have to be eliminated from the investigation.

This study has focused upon decisions made at the school district level, "that level at which most of the decisions with immediate and practical effects on the quality of the educational programs of public schools are made" (Ziegler and Jennings, 1974: 12).

2. The investigation has been limited to public school boards in the Province of British Columbia.

3. The study has been based on the analysis of minutes of regular school board meetings for a period of one fiscal year (1975). School district data pertaining to enrollment figures and financial considerations have also been utilized as they appear in the Public Schools Annual Report for that year.

## LIMITATIONS OF THE STUDY

1. School board minutes might vary between boards in terms of the accuracy with which they have been recorded.

2. Despite the establishment of criteria for categorization, there remains an element of arbitrariness in the placing of certain decisions in categories.

Four techniques were employed in an effort to offset these two limitations:

a. categories were pretested on a sample of school board minutes;

b. reports which accompany some decisions were procured and analyzed;

c. "expert" opinion with regard to doubtful categorization was solicited;

d. further information was sought from trustees and chairmen where necessary.

3. This study has presented evidence of inputs of community groups, individuals and agencies only as it appears in school board minutes. Other evidence of such inputs has not been provided.

## OVERVIEW OF THE DISSERTATION

This chapter has involved a description of the context within which the study has been developed. It has contained the area of investigation, the purpose of the investigation and the parameters within which it has been conducted. The development of a framework for the description of control in school systems is outlined

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in some detail in Chapter II, together with the theoretical and operational definitions of major concepts, and a statement of specific problems for investigation. Further theoretical and empirical literature central to the major concepts of the study is reviewed in Chapter III.

Chapter IV contains a description of the research procedures which have been employed in this study and includes a definition of the population, definitions of contextual variables, a description of the methodology employed in data collection, and a description of how the data has been organized.

Chapters V through VIII pertain to the analysis of the content data. Chapters V, VI and VII concern school board decision emphasis on operational areas, control dimensions and decision levels respectively, while Chapter VIII combines these in a description of the "control profile" of school boards.

Chapter IX examines relationships between some contextual variables of school boards and the relative decision emphasis placed by school boards on control categories.

Findings are summarized in Chapter X, and conclusions and recommendations relevant to them are discussed.

# Chapter II

# DEVELOPMENT OF THE FRAMEWORK

## OVERVIEW

This chapter is devoted to the construction of a framework relevant to the investigation of control. Toward this end, several concepts are drawn together and integrated. First, a variety of theoretical definitions of control are presented and common characteristics identified; second, ideas pertaining to dimensions of control are examined and three dimensions frequently mentioned in the literature specified and described; third, the importance of decisions in the investigation of control is discussed, decision levels investigated with respect to their treatment in the literature, and criteria for differentiating between decision levels are examined; fourth, control dimensions and decision levels are combined into a basic framework for control description; fifth, the consideration of what is controlled, namely, operational areas, are added to the framework, specific operational areas of relevance to educational administration are described and a basis for preparation of a "control profile" are outlined. Finally, definitions of terms and statements of research problems derived from the framework are presented.

## THEORETICAL DEFINITIONS OF CONTROL

Many definitions of control have been provided since the initiation of serious thought on the subject of control by the classical theorists. Individual definitions tend to stress numerous different orientations. Together, however, they provide a broad perspective from which an operational definition of control can be developed.

Henri Fayol (1949:107) defined control as follows:

> In an undertaking, control consists in verifying whether everything occurs in conformity with the plan adopted, the instructions issued and principles established. It has for object to point out weaknesses and errors in order to rectify them and prevent recurrence. It operates on everything, things, people, actions.

The definition of control provided by Barnard (1938:223) involves the relationship between executives and their personnel. It rests heavily upon the idea of executive responsibility:

> Control relates directly . . . to the work of the organization as a whole rather than to the work of executives as such. But so heavily dependent is the success of cooperation upon the functioning of the executive organization that practically the control is over executives for the most part. If the work of the organization is not successful . . . the conclusion is that the management is wrong.

Dimock (1945:217) more generally defined control as:

> The analysis of present performance in the light of fixed goals and standards, in order to determine the extent to which accomplishment measures up to executive orders and expectations.

In a more recent discussion of control, Strong and Smith (1968:2) also emphasized the central role of the executive:

> Control is a function through which the executive is able to identify change, discover its causes, and provide decisive action in order to maintain a state of equilibrium within the system for which he has managerial responsibility and authority.

Koontz and O'Donnell's (1964:537) definition refers to the performance of subordinates. It concerns the measurement and correction of the performance of subordinates "in order to make sure that enterprise objectives and the plans devised to attain them are accomplished." Similarly, Litterer (1965:233) defined control in terms of "matching performance with necessary or required conditions to obtain a purpose or objective," and Etzioni (1965:650) described organizational "control structure" as:

> a distribution of means used by an organization to elicit performances it needs and to check whether the quantities and qualities of such performances are in accord with organizational specifications.

Katz and Kahn (1966:219) developed their definition of control purely on a "common sense" basis and emphasized the interpersonal context. They noted:

> Control involves the distinction between successful influence attempts and those which are unsuccessful . . . If one person has control over another in some manner, his influence is sufficiently strong that the cycle of desired behavior will be completed and any resistance or counterinfluences will be overcome in the process. This seems very close to the colloquial meaning of control, which is that we can get things (or people) to do what we wish and request.

The definition provided by Bedford (1974:512) is even more comprehensive:

> Managerial control is the process of directing a set of persons, equipment and materials according to an established plan of action toward a specified objective. Essentially managerial control functions by comparing achieved outcomes with desired outcomes and adjusting operations so that the gap between the two is reduced.

In a more succinct definition of control, Tannenbaum (1968:5) stated:

> We shall use the term in this way to refer to any process in which a person or group of persons or organization of persons determines, that is intentionally affects, the behavior of another person, group or organization.

Under a systems approach, control has been defined as

> a means of gaining quality performance, for errors are inevitable. This makes imperative a control system that can detect changes in operating characteristics by measuring at critical points, by continuously interpreting conditions, and by planning for corrective actions (Johnson, Kast and Rosenzweig, 1967:125).

Newman's systems perspective views control as a function of the system "which provides direction and conformance to the plan or, in other words, the maintenance of variations from systems objectives within allowable limits" (1951:72).

Though the concepts of "planning" and "control" have been treated as separate considerations (Mills, 1970), several authorities stress the interrelatedness of these two functions. Work by White (1926:113) and research by Holden, Fish and Smith (1941) have indicated the closeness of the planning-control relationship. More recently, Deverell (1967) has discussed the processes of planning and control and has pointed to their interdependency. Kast and Rosenzweig (1970:466) stated that "control is inextricably intertwined with planning" while Koontz and O'Donnell (1964:649) and Luthans (1973:259) commented in similar fashion on this relationship.

In summary, theorists have emphasized the following points in their definitions of control:

- it is directed at accomplishing plans, objectives and specifications;

- it pertains to the examination and checking of performance;
- it pertains to the whole organization and rests heavily upon executive orders and responsibilities;
- it involves action in the form of readjustment where necessary.

These points are further clarified in the section which follows.

## CONTROL DIMENSIONS

From definitions of the concept of control, certain characteristics emerge which are either common to each definition or are mentioned frequently in definitions. Numerous writers on the subject of control have discussed these characteristics in terms of specific dimensions of control. In translating Fayol's use of the term "control," Rose (1934:28) concluded that to control any form of activity requires three definite steps: (1) A decision on some objective to be obtained within a definite time period; (2) the setting up of a framework of information from which it can be seen whether satisfactory progress towards that objective is maintained throughout that time period; (3) the taking of management action when it is seen that the progress toward the objective is unsatisfactory. As early as 1928, Cornell referred to the importance of performance standards, performance evaluation and corrective action in his discussion of control.

Holden, Fish and Smith (1941), in one of the first empirical studies of control in organizations, conducted a research study of the management policies of thirty-one leading industrial corporations in the United States. They supported the categorization described by Rose and Cornell. In fact numerous other sources in management theory since that time have cited these three dimensions in varying forms. Newman

(1951:4), for example, described the control process as:

> Seeing that operating results conform as nearly as possible to the plans. This involves the establishment of standards, motivation of people to achieve these standards, comparison of actual results against the standard, and necessary corrective action when performance deviates from the plan.

Luthans (1973:259) approached the division as follows:

> Inherent in the definition of control are three basic elements. First, control sets the standards and objectives which serve as the guide for performance. Second, control measures and evaluates performance according to the standards and objectives. Third, control takes corrective action in the form of a decision.

Dalton and Lawrence (1971:13) noted that although control has come to have specific meanings when applied individually to engineering, sociology etc., there are common elements:

> Control implies that (a) there is some standard or set of standards, (b) that performance is compared against the standard(s) on a continuous or frequency basis, and (c) that corrective action is taken when there is a deviation from the limits defined by the standard.

Similar categorizations have been provided by Kazmier (1964), Koontz and O'Donnell (1964), Litterer (1965), Strong and Smith (1968), Willms (1968), Kast and Rosenzweig (1970), and Miner (1971). These, together with the foregoing examples, provide a basis for the threefold classification of control dimensions along the following lines:

1. Setting Standards and Objectives;
2. Monitoring;
3. Taking Corrective Action.

There follows a brief examination of what each of these control dimensions involves.

## Setting Standards and Objectives

A primary consideration in organizational control lies in the objectives and standards which are developed. These provide direction and purpose within the organization. Objectives and standards do, however, carry separate connotations and the literature on control has not been consistent in its treatment of this difference. Miner (1971), for example, referred to setting standards without any reference to objectives while Rose (1934) discussed objectives without any consideration of standards. Strong and Smith (1968) treated objectives and standards as separate dimensions. They noted that objectives should be both general and specific, applicable both to the organization as a whole and to the individuals within it. In terms of the development of realistic standards of performance, Strong and Smith advocated the use of a systems approach to standard setting, i.e. examining the external system and the organization itself in relation to its environment to determine the effects of the standards upon the internal system. Luthans (1973:259) considered objectives and standards as one dimension, referring to the "objectives and standards phase" in his discussion of the control process. In describing the importance of standards in this repect, Luthans has noted:

> Obviously all the conceptual levels of control are important to the survival (purpose) of the organization, but the practical mechanics of control are focused primarily on standards.

According to Luthans (1973:260), once objectives are clear, there is a two step procedure in setting standards: the decision as to what performance level is required to attain objectives and the selection of appropriate performance criteria.

### Monitoring

This dimension of control has been referred to in various ways in discussions of the control process. A variety of terms have emerged: "measurement and evaluation" (Luthans, 1973); "comparing results to the standards" (Kazmier, 1964); "measurement of performance" (Strong and Smith, 1968); "comparison of performance to standards" (Dalton and Lawrence, 1971); "measuring at critical points" (Johnson, Kast and Rosenzweig, 1967). Mills' (1970) term "monitoring" is considered an appropriate description which incorporates the activities implied in all of the above phrases.

The control suggested by this term might take the form of one or more of several strategies. It might involve managerial accounting procedures, management by exception (giving attention only to those areas in which the attention of the manager is needed), or appraisal by results (concentrating on ends rather than means and evaluating individuals or units according to the results which have been obtained) (Luthans, 1973). The monitoring activity is not always, however, a simple matter. Koontz and O'Donnell (1964:539) noted that there are many activities in which the development of sound standards is extremely difficult, making measurement also difficult. This is the case with less technical types of activities where "not only may standards be difficult to develop but appraisal may also be exceedingly hard" (Koontz and O'Donnell, 1964:539). This latter point applies significantly to educational organizations where considerable reliance is placed upon subjective considerations.

### Taking Corrective Action

Corrective decisions represent the means by which organizational activities are realigned with the standards and objectives of the organization when it has been determined that performance has deviated from those standards and objectives. Corrective activity can take a variety of forms, as the following comments by Koontz and O'Donnell (1964:539) illustrate:

> The manager may correct by redrawing his plans or modifying his goal. Or he may correct deviation by exercising his organizing function, through reassignment or clarification of duties. He may correct, also, by additional staffing, by better selection and training of subordinates, or by that ultimate of restaffing—firing. Or, again, he may correct through better direction—fuller explanation of the job or stronger leadership.

In systems terms, Strong and Smith (1968:16-17) suggested that when an organization or one of its elements is not operating within established standards, the management should have a contingency plan "which will lead to the elimination of the excessive variance from standard by directing resources toward those areas where performance is inadequate."

## DECISION LEVELS

### Decisions as Controls

Control, according to Kast and Rosenzweig (1970:470), is maintained by means of decisions which are made as part of an ongoing process. The "controller" was identified by Eilon (1971:135) as a decision-maker, "since it is through his decisions transmitted to the system that he can adjust its performance and steer it along a desirable course." Jerome (1961:10) clarified the decision-control relationship further. He stated:

> An extremely close relationship exists between decision making and a well thought out concept of control . . . . Consequently it is difficult to understand how so much can be written about decision making theory and relatively so little about theories relating to management control. Most decisions made by executives either are or should be triggered by the firm's system of control. Put another way, executive decisions are primarily control decisions.

The above-mentioned relationship has also been emphasized in theory and research in the context of educational organizations. Knezevich (1969) alluded to this in noting that "the importance attached to decision making lies in large part in its influence over subsequent behavior in an organization." In research relating to the control structure of public schools, Otto and Velman (1967:150) defined control structure as "the organization for decision making."

From the foregoing comments, it follows that the level of importance of a decision is important in determining the extent of control exerted. A categorization indicating the level of importance of decisions is therefore relevant to the study of control in that it places the dimensions of control exerted in perspective with respect to their impact on the organization. In an address to an Alberta School Trustees Association seminar in 1976, Bargen referred to this point:

> I present this design solely to illustrate and make clear that policy decisions are basic decisions at the highest level of control within an organization. Unless school trustees get involved and become effective at this highest level, they really have little control of the system.

## Categorizing Decision Levels

Several authorities have developed frameworks for the discussion of a categorization of decisions according to the criterion of level of importance. A classification of types of control proposed by Anthony (1965) made a division along the lines of decision level. He referred to strategic planning:

> the process of deciding on objectives of the organization, on changes in these objectives, on the resources used to obtain these objectives, and on the policies that are to govern the acquisition, use, and disposition of these resources.

management control:

> the process by which managers assure that resources are obtained and used effectively and efficiently in the accomplishment of the organization's objectives.

and operational control: "the process of assuring that specific tasks are carried out effectively and efficiently." Peterson (1972) adapted Anthony's categorization in a discussion of the governance of higher education in the United States, and identified three types: policy decisions, managerial decisions, and operating, or control, decisions.

Barnard (1938) has suggested that types of decisions change in character as one descends from major executive to non-executive positions in the organization. Along these lines Barnard's description can also be outlined in terms of a threefold categorization:

1. Decisions at the upper limit, primarily relating to ends to be pursued, and secondarily relating to means concerned with the development and protection of the organization;

2. Decisions at the intermediate levels, where specific technical and economic problems of action become prominent;
3. Decisions at the low levels, where decisions characteristically relate to technologically correct action.

Alderson (1959) described a categorization of decisions which constitutes the substance of planning. He referred to (a) strategic decisions, which set the basic pattern of a plan; (b) program decisions, which follow directly from the choice of strategy; (c) policy decisions, designed to implement strategy; and (d) regulation and control decisions, designed to ensure that the system operates according to plan. Alderson's categorization, however, appears to be more a sequential categorization. It does not clearly delineate between categories in terms of level of importance.

Katz and Kahn (1966:260) distinguished between decision levels on the following lines:

> (1) policy-making as the formulation of substantive goals and objectives, (2) policy-making as the formulation of procedures and devices for achieving goals and evaluating performance, (3) routine administration, or the application of existing policies to ongoing operations, and (4) residual, ad hoc decisions affecting organizational space without temporal implications beyond the immediate event.

Finally, Cunningham (1958), from an intensive study of the policy-making behavior of one school board concluded that decisions can be divided into three types according to the criteria of level of importance: policy decisions, which guide future decisions and are referred to in subsequent actions and deliberations; administrative decisions, which reflect compliance with the law or an existing policy; and housekeeping decisions, an example of which might be a decision to approve minutes of a meeting or to accept a committee report (Campbell, Cunningham and McPhee, 1965:177-178). Similarly, Keen (1963) has described a division of decisions made by school boards into Policy, Ministerial, Adjudicative and Miscellaneous categories.

From the foregoing discussion, a threefold categorization of decisions according to level of importance can be identified:

1. policy-oriented decisions;
2. routine administrative decisions;
3. residual decisions.

## Differentiating Between Decision Levels

The categories which have emerged from the foregoing discussion present difficulties of differentiating in certain instances one from the other. From the treatment which this issue has received in the literature, it appears that the distinction between policy-oriented decisions and administrative decisions is the most difficult. Simon (1961:53) has noted that in none of the innumerable discussions of the topic "have any clear-cut criteria or marks of identification been suggested that would enable one to recognize a 'policy question' on sight, or to distinguish it from an 'administrative question.'" Since Simon made this point, the problem has continued to be a central one, despite Deverell's (1967) comment that there is little difficulty in identifying the important decisions in an organization. Coleman (1973:21) noted that "the problem for the administrator is knowing exactly when a decision ceases to be administrative, and becomes a policy decision." Several writers have discussed criteria upon which this distinction might be made, and a brief discussion of their comments is appropriate at this point.

One basis put forward by Simon (1961:45) for the distinction between policy questions and questions of administration is the distinction between the "factual" and the "value" elements which are involved in every decision. The criteria suggested by Katz and Kahn (1966:262) for this distinction is based on the significance of a decision for the organization as a whole. They stated:

> The real distinction between policy-making and administration is not to be found in the formal separation of functions nor in the official titles of positions, but in the significance of decisions for organizational structure and functioning.

For Katz and Kahn (1966:259), a combination of three criteria facilitates the distinction: (a) the level of generality or abstraction of the decision; (b) the amount of internal organizational space affected by the decision; and (c) the length of time for which the decision will hold.

Peterson (1972:212) suggested criteria similar to the above distinctions. He noted that decisions can be distinguished along four dimensions: (a) the time range over which they apply; (b) the range of individuals or organizational units directly affected; (c) their content; and (d) their means-ends relationships. Drucker (1954) described four factors which can assist in determining the level at which decisions should be taken:

1. How long into the future does the decision commit the enterprise?

2. What impact has the decision on other functions, on other areas of work or on the business as a whole?
3. How many qualitative factors enter into the decision and determine its character?
4. Does this type of decision occur periodically or is it a rare, even unique occasion?

Finally, within the context of educational organizations, Coleman suggested three bases upon which the policy-administration distinction can be made:

> the area of reference of the decision, the intrinsic nature or characteristics of the decision, and the relation of the decision to organizational purposes (1973:21-22).

In summary, four useful criteria which are important in categorizing decisions according to level of importance emerge from the literature. These are:

1. The degree to which value elements and qualitative factors appear in a decision;
2. The level of generality or abstraction implied by a decision;
3. The length of time a decision holds for; and the future implications it has for the organization;
4. The range of individuals and organizational units affected by a decision.

## A FRAMEWORK FOR CONTROL DESCRIPTION

The next step in the development of a framework involves the combination of the decision levels and control dimensions which have been outlined above. Such a combination provides a framework in which the type and level of control may be described. It provides a frame of reference with which to investigate control at or between policy levels in education and it facilitates the examination of the relationship of different variables to control. This basic framework is illustrated in the matrix in Figure I.

CONTROL DIMENSION

DECISION LEVEL

| | Setting Standards & Objectives | Monitoring | Taking Corrective Action |
|---|---|---|---|
| Policy Formulation | | | |
| Routine Administration | | | |
| Residual Decision | | | |

Figure I

CONTROL DIMENSIONS AND DECISION LEVELS

## OPERATIONAL AREAS

The framework as it has been developed to this stage provides a basis for the description of the type and extent of control exerted. One further area remains to be included in this framework, based on the idea that an important consideration in the study of control in organizations pertains to the focus of that control.

Many writers on the concept of control have given considerable emphasis to financial considerations. Rose (1934) approached control from business, trading and financial viewpoints; Dent (1935) discussed control from the perspective of budgeting. This emphasis appears to be a characteristic one amongst the pre 1950 writers on control (Trundle, 1931; Goetz, 1949) although Eilon (1971) in a recent discussion of management control, suggested that the emphasis on finance is still a prevalent one. He commented: "Control is often associated with financial matters, with production and inventory, but more rarely with other managerial functions" (1971:14).

In their 1941 study of organizational control, however, Holden, Fish and Smith did take a broader viewpoint. They referred to control over policies, control over organization, control over key personnel, control over wages and salaries, control over costs, control over methods and manpower, control over capital expenditures, and control over research and development. Miner (1971), from a more general perspective described control over monetary resources, control over material resources and control over human resources. Similarly, Brown (1972:178) referred to a "socio-technical mix" in the control structure of any organization based on the principle that, basically, any organization will have both a technical system (pertaining to the layout of capital equipment) and a work organization (relating the people who carry out the tasks to one another).

Numerous categorizations of operational areas in educational systems have been suggested (Morphet, Johns and Reller, 1967; Grieder, Pierce and Jordon, 1969; Knezevich, 1969; Gorton, 1976). One of the more recent and comprehensive is that provided by Gorton. That writer referred to seven "task areas" in the administration of education. These are (a) Staff Personnel; (b) Pupil Personnel; (c) Community-school Leadership; (d) Curriculum and Instruction; (e) School Finance and Business Management; (f) School Plant; and (g) General Tasks (Gorton, 1976:43-44). A description of activities associated with each of these tasks, as provided by Gorton, is outlined below:

I. Staff Personnel

   A. Help formulate staff personnel policies.
   B. Recruit staff personnel; attract able people to the school staff.
   C. Select and assign staff personnel.
   D. Schedule teachers' assignments.
   E. Communicate the objectives of the school program to the faculty.
   F. Observe teachers in their classrooms.
   G. Diagnose the strengths and weaknesses of teachers.
   H. Help resolve the classroom problems of teachers.
   I. Evaluate the performance of teachers.
   J. Improve the performance of teachers.

- K. Coordinate the work of teachers.
- L. Stimulate and provide opportunities for professional growth of staff personnel.
- M. Maximize the different skills found in a faculty.
- N. Develop esprit de corps among teachers.

II. Pupil Personnel

- A. Provide guidance services.
- B. Institute procedures for the orientation of pupils.
- C. Establish school attendance policy and procedures.
- D. Establish policy and procedures for dealing with pupil conduct problems.
- E. Establish policy and procedures in regard to pupil safety in the building and on the school grounds.
- F. Develop and coordinate the extracurricular program.
- G. Handle disciplinary cases.
- H. Arrange systematic procedures for the continual assessment and reporting of pupil performance.
- I. Confer with juvenile court, police agencies, etc.

III. Community-School Leadership

- A. Develop and administer policies and procedures for parent and community participation in the schools.
- B. Confer with parents.
- C. Handle parental complaints.
- D. Assist PTA and other parent groups.
- E. Represent the school in participation in community organizations.

F. Cooperate with other community agencies.

G. Make possible the continual reexamination of acceptable plans and policies for community improvement with particular reference to the services which the schools are rendering.

IV. Instruction and Curriculum Development

A. Help formulate curriculum objectives.

B. Help determine curriculum content and organization.

C. Relate the desired curriculum to available time, physical facilities and personnel.

D. Provide materials, resources, and equipment for the instructional program.

E. Provide for the supervision of instruction.

F. Provide for in-service education of instructional personnel.

V. School Finance and Business Management

A. Prepare school budget at local school level.

B. Provide for a system of internal accounting.

C. Administer school purchasing.

D. Account for school monies.

E. Account for school property.

F. Keep the school office running smoothly.

VI. School Plant

A. Determine the physical plant needs of the community and the resources which can be marshalled to meet these needs.

B. Develop a comprehensive plan for the orderly growth and improvement of school plant facilities.

C. Implement plans for the orderly growth and improvement of school plant facilities.

D. Develop an efficient program of operation and maintenance of the physical plant.

E. Supervise the custodial staff.

VII. General Tasks

A. Organize and conduct meetings or conferences.

B. Handle delicate interpersonal situations.

C. Direct the work of administrative assistants.

D. Publicize the work of the school.

E. Diagnose the strengths and weaknesses of the school program.

F. Attend school functions, such as assemblies, plays, athletic contests.

G. Respond to correspondence.

H. Prepare reports for the district administration.

I. Attend principals' meetings.

J. Keep school records.

K. Schedule school programs.

## A CONTROL PROFILE FOR SCHOOL BOARDS

Operational areas such as those outlined by Gorton (1976) provide a third dimension for the description of control at a specific "policy level" in the educational system. The framework which results from the consideration of control dimensions, decision levels and operational areas facilitates the preparation of a "control profile" along the lines illustrated in Figure II.

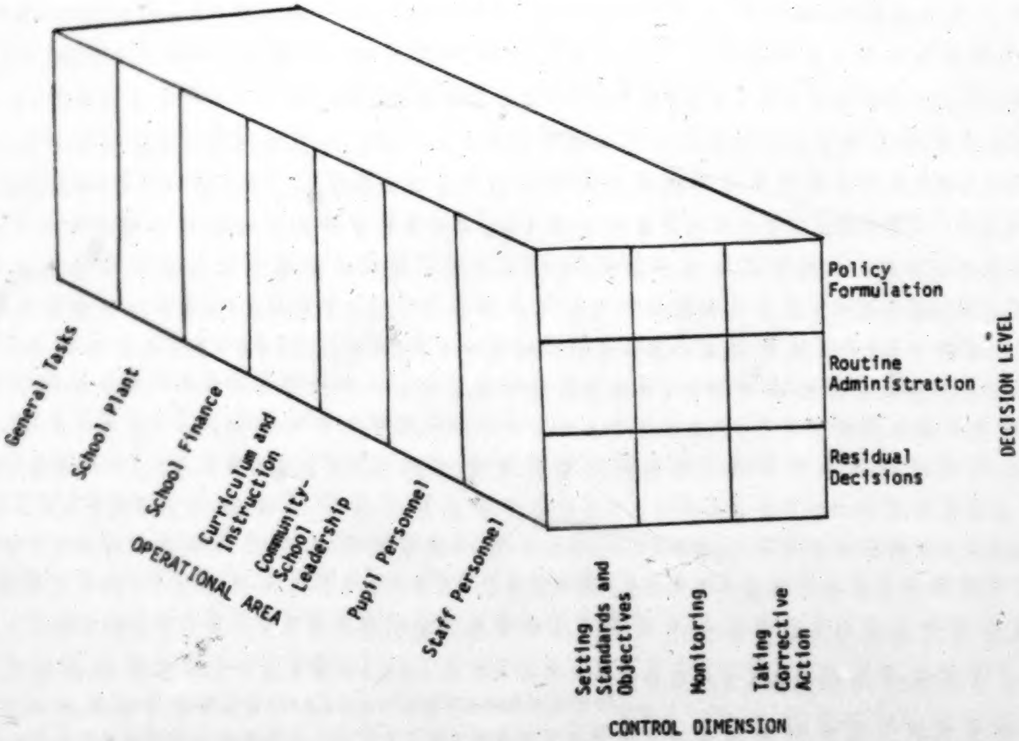

General Tasks
School Plant
School Finance
Curriculum and Instruction
Community-School Leadership
Pupil Personnel
Staff Personnel
OPERATIONAL AREA
Policy Formulation
Routine Administration
Residual Decisions
DECISION LEVEL
Setting Standards and Objectives
Monitoring
Taking Corrective Action
CONTROL DIMENSION

Figure II

FRAMEWORK FOR THE PREPARATION OF A CONTROL PROFILE

## OPERATIONAL DEFINITIONS OF TERMS USED IN THE STUDY

Concepts central to this study are defined operationally below. These definitions combine theoretical ideas, which have been discussed, with examples derived from a pilot analysis of school board decisions.

Control. The process by which an individual or group makes decisions which set standards and objectives for, monitor, or correct the behavior of another individual or group.

Setting Standards and Objectives. The establishment of criteria for performance and for results against which actual performance and results can be measured. This includes decisions which pertain to the setting down of criteria of quantity, cost, time-use, or quality in a given task area. Related decisions include the establishment of contract terms, the setting of dates for programs, the establishment of levels of performance, etc.

Monitoring. The appraisal of performance against previously established standards and objectives. These decisions represent that aspect of control through which a school board checks the activities of individuals and operations under its jurisdiction. This category includes the examination and approval of purchases, the setting up of committees to investigate present practice, etc.

Taking Corrective Action. The application of measures to adjust performance when it falls short of established standards and objectives. This involves the intent of bringing about improvements in an area where things are perceived not to meet given standards. Included under this category would be decisions to analyze a situation with the specified intention of correcting a problem. It might involve, toward this end, the rescindment of existing policies or decisions.

Decision Level. A categorization of decisions based upon their importance in terms of their effect upon the organization.

Policy-Oriented Decisions. Decisions which affect more than one specific case or instance and become general rules. The term "policy-oriented" has been used to incorporate decisions such as those which involve major financial undertakings (capital budgets, borrowing on security, architectural contracts, purchase policy,etc.), and contracts with bodies of employees through collective negotiations.

Routine Administration. The making of specific decisions in order to implement existing policies. Such decisions are concerned with the handling of specific, rather than general, issues and are based for the most part on guidelines and specifications set out as a result of policy-type decisions. Included under this classification are decisions involving individuals rather than groups of personnel, the purchase of individual items rather than the consideration of broader capital and operational expenditures. Such school board activities as the approval of hirings and resignations, the adoption of committee reports, and the confirmation of the decisions of committees are also "routine administrative decisions."

Residual Decisions. Decisions which have no acknowledged implication for the future of the organization. The major consideration in placing decisions in the "residual" category involves the determination that they have little implication for the major concerns of the school system. Such decisions as the naming of a school or the reimbursement of a teacher for a phone call relate to specific cases. Even for these specific instances, the decisions are of a fairly trivial nature.

Relative Decision Emphasis. That proportion of total decisions which appears under a specific categorization. For the purposes of this study, relative decision emphasis has been expressed as a score based upon that percentage of total school board decisions which has been categorized under an operational area, control dimension, or decision level.

## STATEMENT OF RESEARCH PROBLEMS

The problem of this research study was to develop and apply a framework for the description of control exerted by boards of education. The foregoing framework provides a means by which individual components of control in education can be examined and a "control profile" for school boards developed. The following problem statements were derived from the framework:

### Operational Areas

1. What has been the relative emphasis placed by school boards on:
    (a) Staff Personnel?
    (b) Pupil Personnel?
    (c) School-Community Relations?
    (d) Curriculum and Instruction?
    (e) Finance and Business Management?

(f) School Plant?

(g) School Board Business?

(h) General Tasks?

Control Dimensions

2. (a) For all decisions, and (b) for each operational area: to what extent did school boards make decisions relating to
   - (a) Setting Standards and Objectives?
   - (b) Monitoring?
   - (c) Taking Corrective Action?

Decision Levels

3. (a) For all decisions, and (b) for each operational area: to what extent were school board decisions
   - (a) Policy-Oriented?
   - (b) Routine-Administrative?
   - (c) Residual?

Control Profile

4. (a) For all decisions, and (b) for each operational area: to what extent were school board decisions represented in each of the control categories presented in the Control Dimension-Decision Level model? Specifically
   - (a) To what extent were standard-and-objective decisions of a policy-oriented nature?
   - (b) To what extent were standard-and-objective decisions of a routine administrative nature?
   - (c) To what extent were standard-and-objective decisions of a residual nature?
   - (d) To what extent were monitoring decisions of a policy-oriented nature?
   - (e) To what extent were monitoring decisions of a

routine-administrative nature?

(f) To what extent were monitoring decisions of a residual nature?

(g) To what extent were correcting decisions of a policy-oriented nature?

(h) To what extent were correcting decisions of a routine-administrative nature?

(i) To what extent were correcting decisions of a residual nature?

Contextual Variables

5. Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each operational area?

6. (a) For all decisions, and (b) for each operational area: Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each of the three control dimensions?

7. (a) For all decisions, and (b) for each operational area: Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each of the three decision levels?

8. (a) For all decisions, and (b) for each operational area: Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each control category?

## SUMMARY

This chapter has described the development of a framework upon which control at a specific policy level in education can be based. The framework has been developed around three central concepts: (a) Dimensions of control; (b) levels of decision; and (c) operational areas.

(a) Three dimensions of control are given prominence in theoretical definitions of control and in discussions of the control process. These may be identified as Setting Standards and Objectives, Monitoring, and Taking Corrective Action.

(b) Based on the idea that the making of decisions represents the exercise of control, the level of a particular decision has implications for the level of control exerted. Three decision levels have been identified: Policy-Oriented Decisions, Routine Administrative Decisions, and Residual Decisions. The combination of control dimensions and decision levels provides a framework upon which a description of control can be made.

(c) An additional criterion in control description relates to what is controlled. Numerous categorizations of operational areas in education exist which provide a basis for investigation of control in an educational system. That which has been developed by Gorton (1976) is one of the more recent and comprehensive. This categorization refers to seven operational areas: Staff Personnel, Pupil Personnel, Community-School Leadership, Curriculum and Instruction, School Finance and Business Management, School Plant, and General Tasks.

The above concepts may be described in a three-dimensional framework, and this framework may be utilized in investigating specific problems relating to control at any policy level in education.

# Chapter III

# REVIEW OF RELATED LITERATURE

## OVERVIEW

In this chapter a more complete discussion of concepts related to the study is presented. Emphasis is placed upon the applicability of these concepts to the functions of school boards. An examination of related theory and research is provided in five sections pertaining to: (a) the description ~~of~~ control dimensions as they are incorporated in models of the control process; (b) the description of the general and specific control functions of school boards; (c) the relative degree to which decision levels are emphasized in school board operations; (d) the emphasis placed by school boards on different operational areas; and (e) considerations relating to school district contextual variables.

## CONTROL DIMENSIONS IN MODELS OF THE CONTROL PROCESS

Several illustrations appear in the literature, discussing the nature of the three control dimensions, Setting Standards and Objectives, Monitoring, and Taking Corrective Action, within the context of the control process as a whole. Four conceptualizations of the control process, each with a different perspective, are described briefly below. These shed light in different ways, on the role of each dimension in the overall control process.

## Mundel's Cycle of Control

Mundel (1967:162) described the control process as a sequence of elements in a cycle and represented this diagrammatically as illustrated in Figure III. Implicit in this model are a number of ideas pertinent to the activities of standard-setting, monitoring and correcting. The standard and objectives stage is described by reference to "planned performance," "planned program" and "wanted goals." In terms of monitoring activities, Mundel specified the examination of performance, and achievement of program and goals—implied here is the comparison of that which was planned to that which has been achieved. The taking of corrective action in this model ostensibly involves the making of changes when the achieved performance programs and goals do not match those which have been planned. The feedback arrows which appear on the model illustrate examples of the directions such corrective actions may take. A noteworthy aspect of Mundel's model is its focus upon one specific control "level" in the organization with interfaces to higher and lower level controls.

## Strong and Smith: A Management Control Model

A model of the control cycle as described by Strong and Smith (1968:6) provides a more explicit description of the place of each control dimension in the process than does Mundel's model described above. The model as portrayed by Strong and Smith is illustrated in Figure IV.

For Strong and Smith, the control cycle begins with the statement of objectives and ends with their attainment. From this it can

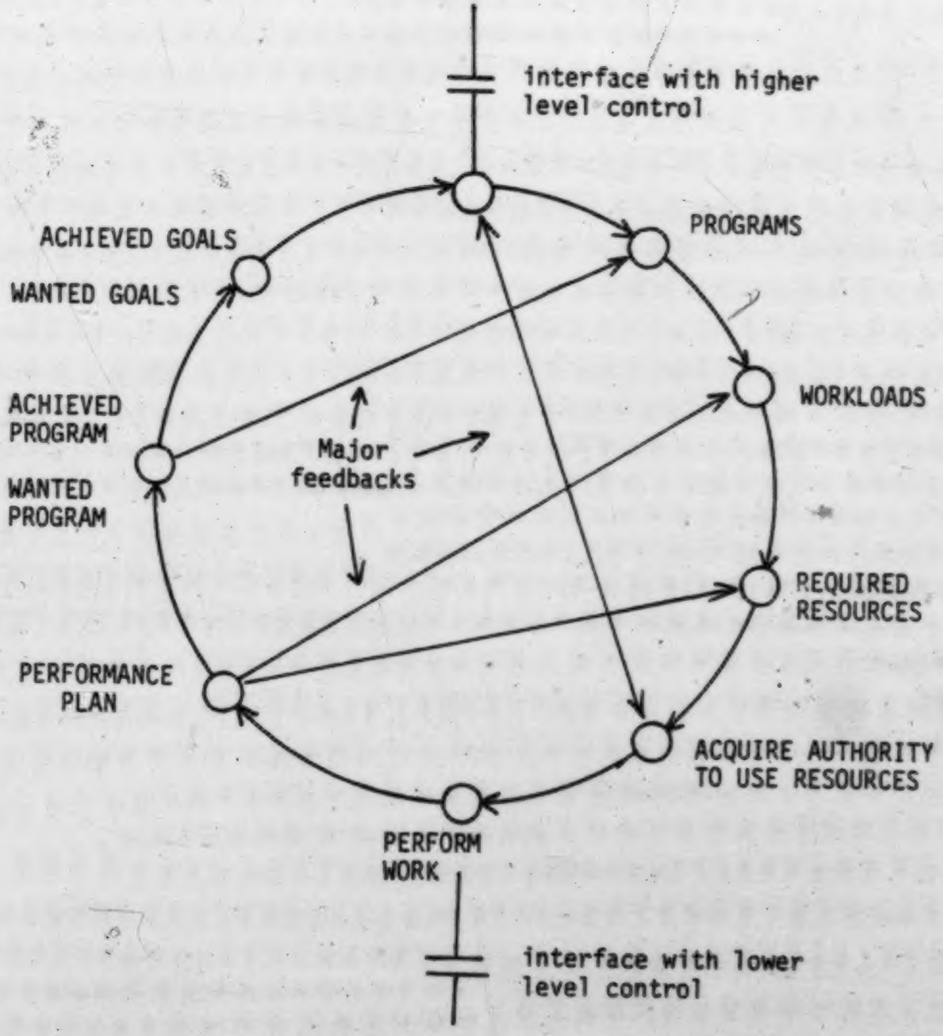

interface with higher
level control
PROGRAMS
ACHIEVED GOALS
WANTED GOALS
WORKLOADS
ACHIEVED PROGRAM
WANTED PROGRAM
Major feedbacks
REQUIRED RESOURCES
PERFORMANCE PLAN
ACQUIRE AUTHORITY TO USE RESOURCES
PERFORM WORK
interface with lower
level control

FIGURE III

THE CYCLE OF CONTROL

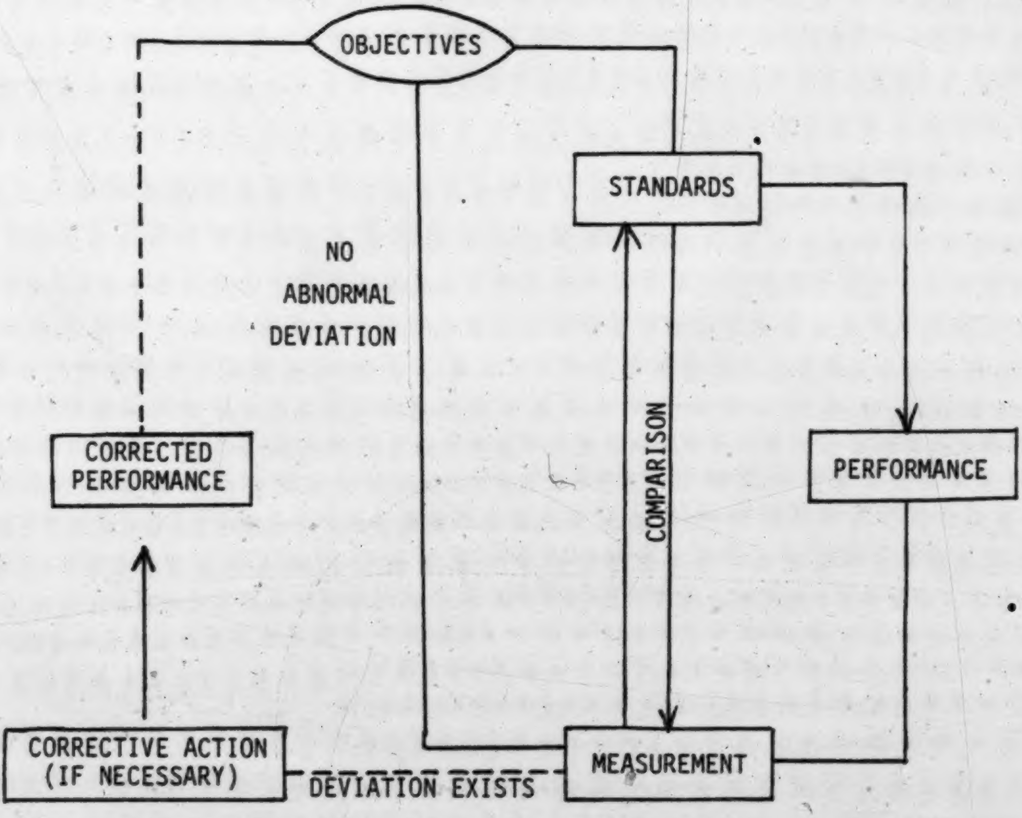

OBJECTIVES
STANDARDS
NO
ABNORMAL
DEVIATION
COMPARISON
PERFORMANCE
CORRECTED
PERFORMANCE
CORRECTIVE ACTION
(IF NECESSARY)
DEVIATION EXISTS
MEASUREMENT

FIGURE IV

MANAGEMENT CONTROL MODEL

be seen that the "monitoring" activity involves measurement through a comparison between standards and performance and that corrective action follows when deviation is detected as a result of that measurement.

## Mills: The Control System

Mills' (1970) model of the control process involves the description of the dimensions of control from a systems perspective. It considers input, process, output and environment factors in the organization as illustrated in Figure V. The three control dimensions represent the "decision level" in Mills' model and these are related to the "physical levels" by feedback processes. In this model, monitoring activity concerns the gleaning of information from inputs and processes in the system. When corrective action is taken, it feeds back into input, process and output stages. As with other control models, targets (objectives and standards) emerge as a central link in the overall system.

In illustrating the importance of each control dimension in the system, Mills described the case of a consultant employed by an engineering company to help solve some of its problems and to establish an effective system of management control. The consultant, in helping the chief executive to understand his problems, portrayed the company as an open system on two levels, a physical level and a decision level.

> He explained how the chief executive's lack of control stemmed from his failure to ensure that he had the information to determine the long-range and short-range targets and to monitor performance, to know when corrective action was called for (Mills, 1970:367).

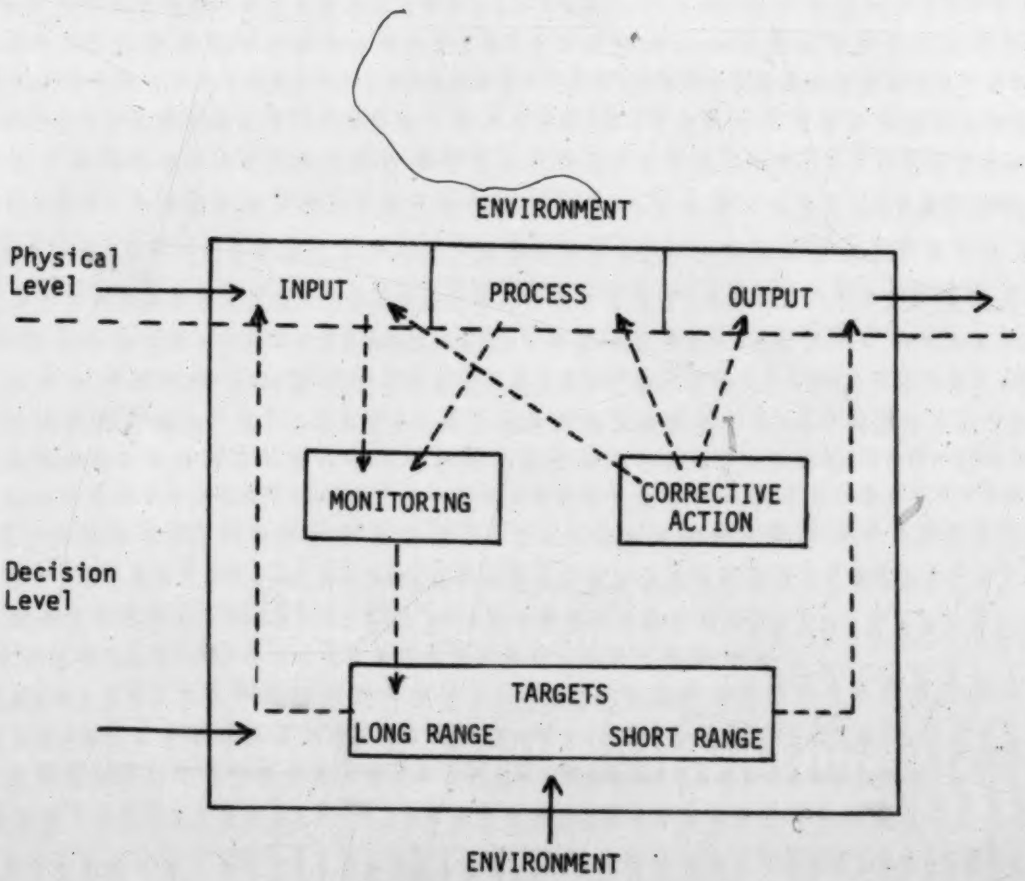

ENVIRONMENT
Physical Level
INPUT
PROCESS
OUTPUT
MONITORING
CORRECTIVE ACTION
Decision Level
TARGETS
LONG RANGE
SHORT RANGE
ENVIRONMENT

FIGURE V

THE CONTROL SYSTEM

### The Koppers Company Control Model

Jerome (1967:242) described the implementation, by the Koppers Company Incorporated, of a control model directed at solving problems faced by top management in that company in the years immediately following World War II. In this particular case, a "control section" was created as a cure for that company's ills. This "control section" was given four jobs to do:

> (1) to determine and to agree on major company programs in conjunction with both the staff and the operating divisions; (2) to guide and to coordinate performance through organizational planning or through clarifying policies and procedures; (3) to appraise results, especially in the sense of seeing that reported results corresponded with projected programs; and (4) to correct any unsatisfactory conditions that arose by going to the source of the difficulty if necessary and cooperatively working out the particular situation with those involved (Jerome, 1967:243).

In other words, the "control section" performed functions normally reserved for the responsible line executive—i.e. those of setting standards and objectives, appraising and correcting. In this instance, the control section was successful. It operated for about twelve years, then was phased out as a result of organizational changes. What emerged as distinctive in this approach was the way in which top management, having identified a need for more effective control in the organization, separated the facets of control and gave them prominence by way of directing the energies of a specific group at their attainment.

In conclusion, the four examples which have been presented briefly here reveal three points of significance for the task of control description. First, control comprises a number of dimensions; second, each dimension is an integral part of the overall control process; and third, emphasis on each of these is necessary for the maintenance of an effective system of control.

## THE SCHOOL BOARD CONTROL FUNCTION

A considerable body of literature, both theoretical and empirical, has accumulated on topics related to the functions of school boards. Despite this volume of information, a close search of the literature for discussion of the control function of school boards provides little evidence that this specific topic has received much concentrated attention. The major thrust of literature on school board control has concerned the role of the school board in the controversy over who controls the schools. This seems to be based upon a general, rather than a definitive, notion of control.

### General Status

Concerning the general status of school boards, Campbell, Cunningham and McPhee (1965:158) in the U.S. context stated that "school boards are controlling bodies, acting in the interests of the local districts they represent, and within statutory and constitutional boundaries existing in the states in which the boards reside." Any discussion pertaining to the school board control function must take its perspective from those "statutory and constitutional boundaries." In the Canadian setting, Enns (1963:5) has described the general framework for the control function of school boards together with the limits which exist to their authority:

> Permissive sections of the acts and sometimes vagueness in wording or meaning necessitate the exercise of board discretion. Thus, within the limits of its authority, the board is a local government body which not only legislates but also administers both its own regulations and those of the department and the legislature. Its own rules and regulations have the full force of the law and must be considered valid until challenged in the courts.

Based on this constitutional context, the school board has a "dual responsibility," first, as a local representative of the people and local officials, and second, as an agent of the province with delegated powers (Bargen, 1976). Iannacone (1970:1) concurred with this point. He suggested that the function of the school board is essentially to make decisions for the public and to engage in the various activities related to that task. In terms of its functions as a government body, Iannacone pointed out:

> Because it represents more than the particular school system, handling some of the powers of the province, a board of trustees is, in effect a part of the machinery of the state, a governmental body with de facto sovereignty, by law, over the system.

Also in terms of a general perspective on the functions of school boards, Coleman concluded, from an examination of the literature available, that there is a measure of agreement on the importance of (and general dimensions of) the role of the trustee. This indicates that he is primarily a policy-maker, represents the public, and has broad powers. Griffiths (1956:326), however, regarded such statements as an oversimplification. He quoted evidence in research which indicates that the board is not only an "establisher" of policy, but is also involved with the "administration" of policy:

> The board . . . is interested in the administration of the policy and checks on it by asking the superintendent to make periodic reports. In this manner, the board exercises control over the administration of the school (1956:327).

Likewise, Grieder, Pierce and Jordan (1969:126) suggested that, although the board's function is not to "administer," an important facet of its role is to see to it that the school system is administered.

Efforts have also been made by researchers to describe school board control at this general level. Fisher (1972), in a study of local control of education in Indiana, examined school board control in terms of the extent of local control exerted by boards. Fisher conducted an analysis of school board minutes of fifteen school districts and classified decisions according to three types of control: (a) absolute or local control; (b) discretionary control; and (c) mandatory control. Fisher's study produced the finding that absolute control was exerted in 52.3 percent of the decisions; discretionary control was exerted in 26.9 percent of the decisions; and mandatory control was exerted in 21.5 percent of the decisions. McCafferey (1974) has provided some insight into the control function of school boards in a study involving a participant-observation of a school board in terms of its relationship to itself, the local community and the local school. McCafferey noted that the board defines itself as a decision-making body seeking local school control and popular support. He summarized the board's perspective in the phrase "managing popular control," i.e. seeking the control of the schools and support of the townspeople through a variety of activities which "manage" its affairs within a complex situation.

## Specific Duties and Powers

Knezevich (1969:215) outlined functions for school boards based on those considered important for boards of directors of any private or public agency:

1. The establishment of general objectives, goals or missions of the corporation.
2. Determining its major operating policies.
3. Determining the organizational structure.
4. Selection of major executives for the organization.
5. The appraisal of performance of executives to whom responsibilities have been delegated and the evaluation of how well stated goals have been achieved.

This list can be readily translated into specific functions for school boards. Morphet, Johns and Reller (1967:292-293) suggested that the following are of outstanding importance.

1. The selection of a chief administrator, the superintendent of schools.
2. The establishment of policies and procedures in accord with which the schools are administered.
3. The adoption of the budget and the enactment of provisions for the financing of schools.
4. The acquisition and development of necessary property and the provision of supplies.
5. The appointment of necessary personnel to staff the varied services.
6. The appraisal of the work of the schools and the adoption

of plans for improvement and expansion.

By way of a more recent examination of functions, McKay (1975) studied perceptions about the functions of local school boards. He solicited information from 454 board chairmen and superintendents, 58 presidents of superintendents' associations, and 106 presidents of state associations of school boards. McKay found that considered to be the most important activities of school boards by all participants were:
(a) maintaining open communications with citizens about education;
(b) promoting legislation for a more equitable financing of education;
(c) developing terms for negotiations with teachers' representatives;
(d) representing citizen concerns before the legislature. The way in which this list differs from those above indicates how functions vary in perceived importance according to issues which prevail at a given time.

Another way in which school board duties and powers have been discussed in the literature is by classification of various aspects of education into "externa" and "interna" categories (Kandel, 1933: 214). The Report of the Ontario Royal Commission on Education (1950: 180-183) classified "externa" aspects as including: compulsory attendance; length of school year; character of buildings and playgrounds; medical inspection and health; size of classes; qualifications, training, salaries and pensions of teachers; and financing of the school program. It included under "interna" such aspects as: curricula; courses of study; methods of instruction; textbooks; standards; and evaluation of student progress. Phillips (1957:239) also referred to "externa" and "interna" aspects, noting that:

> All provincial authorities by the present century controlled these "interna" of education and left to the local authorities the management of "externa," such as the provision of school facilities and the employment of teachers.

Finally, an important classification of school board functions concerns their mandatory and discretionary powers as specified in the school act for each province. The former refers to school board powers which must, by law, be exercised while the latter refers to powers which may be exercised or not as the school board wishes (Enns, 1963:54). Regardless of theory and perceptions as to control functions, this division sets down the broad parameters within which school boards exercise control. The major mandatory and discretionary powers as they are described in the British Columbia Public Schools Act are presented below:

Mandatory Powers. School boards shall:

- meet in January of each year and once in every three months;
- elect a chairman;
- record minutes of board meetings;
- forward minutes to the Department of Education;
- appoint a secretary treasurer;
- prepare, and submit to the Department, annual financial statements of the school district;
- appoint an auditor to audit accounts and transactions of the board;
- compile an annual budget and submit to the Department;
- provide for school health services;

- provide first aid equipment for schools;
- enforce The School Act regarding pupil attendance;
- provide sufficient accommodation for pupils;
- authorize the assignment of pupils to schools;
- appoint properly qualified teaching personnel and assign duties;
- permit trainee teachers access to classrooms;
- allow teachers leave of absence for illness;
- report teacher dismissal to the Department;
- report teacher failure to honour agreement;
- select school sites;
- arrange for school buildings, grounds and furnishings;
- be responsible for custody of property;
- carry insurance on property;
- authorize acquisition of texts and supplies.

Discretionary Powers. School boards may:

- borrow money to meet capital and operational expenditures;
- prepare and adopt salary schedules;
- give notice to negotiate employment agreements;
- provide tuition to persons over school age;
- provide for summer instruction;
- prohibit pupils over legal school age from further attendance at public school;
- enter into agreement with other boards re: interchange of pupils;
- approve courses of study, texts, supplementary readers

and other instructional material;
- acquire, or dispose of, land and improvements for school purposes;
- enter into agreement for conveyance of pupils;
- provide for dental treatment of pupils;
- require teachers to undergo health examinations;
- appoint teachers as principals or as supervisory personnel;
- transfer a teacher from one assignment to another;
- suspend a teacher from performance of duties;
- grant leaves of absence.

## DECISION LEVELS IN SCHOOL BOARD OPERATION

In discussion related to decision levels as they pertain to school board operation, considerable attention has been focused upon the policy-making relevance of school boards. The major point emerging from related literature emphasizes policy-making as the most vital function for school boards. This has already been alluded to by reference to Iannacone (1970), Coleman (1973) and Bargen (1976). In addition, Knezevich (1969:217) pointed out that "Policy-making is the most important function assigned to a governing board." With respect to the control function, he added: "Through policies the board expresses and maintains control." Research by Stanley (1976) has indicated that planning in urban school systems is possibly adversely affected by insufficient knowledge about policy-making. Further, Dickinson (1975) has commented in a paper presented to an American Convention of School

Boards:

> Written policies are the chief means by which the school board governs the schools; administrative rules are one of the means by which the superintendent implements the board's policies.

Dickinson suggested that only through effective policy making can school boards respond to accusations that they are irrelevant, unresponsive, provincial and obsolete. There is evidence, however, that this provision has not been met by school boards. McInnis (1962), in a study of collegiate institute boards in Saskatchewan, found that policies guided only a minor portion in the systems studied, while written policies were non-existent. Research by Hastings (1966) pointed in a similar direction. Using responses from superintendents concerning the operation of Alberta school boards, Hastings reported that only 19 percent of Alberta school boards were considered primarily policy making bodies who left the execution of policies to their superintendent (1966:64). Toward improvement in this area, Wiles and Conley (1974) argued that a training program for school board members would improve their political and administrative skills and thereby increase the policy-making relevance of school boards.

Several research studies have been conducted to determine the emphasis placed by school boards on policy and on other decision levels. Cunningham (1958), in an intensive study of a school board for an eight month period, found that out of a total of 187 decisions, 16 were policy decisions, 110 were administrative and 61 were housekeeping. In the Canadian context, using Cunningham's categorization, Maertz (1966) studied the kinds of decisions made by Alberta school boards. He found that only slightly over 3 percent of all board decisions were policy decisions while 57 were administrative and 43 were housekeeping decisions (1966:120). Maertz concluded that "the policy making prerogative of school boards has not been exercised as a viable method of fulfilling their responsibilities" (1966:100).

Studies by Keen (1963) and Knight (1970) have utilized a slightly different categorization of decisions to that described above. These researchers investigated the relative emphasis placed by school boards on policy, ministerial, adjudicative, and miscellaneous decisions. Keen (1963), by means of a content analysis of school board minutes, studied the composition of decisions for thirty-four school boards in six operational areas of school administration. He found that 3.1 percent of all decisions were of a policy nature; 62.1 percent were adjudicative; 7.5 percent were ministerial; and 27.2 percent were miscellaneous. Knight (1970) also conducted a content analysis of school board minutes from a sample of thirty school boards in Texas. Knight concluded from his study that school boards tended to deal too much with administrative matters and too little with their legislative and evaluating functions.

Finally, Fisher (1972), in a study of local control of education in Indiana, investigated a categorization of decisions classified as subsidiary and substantive, depending upon the effect of each decision upon the instructional program of the school district studied. Fisher found, from an analysis of decisions for fifteen school districts, that approximately two-thirds of the decisions made by Indiana boards of education were subsidiary, while approximately one-third of the decisions were of a substantive nature.

## OPERATIONAL AREAS AND SCHOOL BOARD DECISIONS

Another important consideration in research related to school boards has been the degree of emphasis placed by school boards on different operational areas. Table I provides a general overview of how several studies in this area have determined the degree of importance placed by school boards upon each operational area.

TABLE I

OPERATIONAL AREAS AND SCHOOL BOARD DECISIONS:
SOME RESEARCH FINDINGS

| Operational Area | Keen (1963) D | Maertz (1966) D | Zahn (1969) D | Overfield (1970) P | Howerton (1971) D | Fisher (1972) D | Hastings (1966) P |
|---|---|---|---|---|---|---|---|
| Business/Accounting | 1 | | | | 1 | 3 | 1 |
| Board of Education | 3 | 1 | 2 | | | 2 | |
| Staff Personnel | 2 | 3 | 1 | | | 1 | |
| Instructional Program | | | | | | | |
| Buildings and Property | | 2 | | 1 | 2 | | |
| Pupil Personnel | | | | | | | |
| Community | | | | | | | |

D - Documentary analysis.
P - Perceptual study.

1 - Area most emphasized by boards.

Keen's (1963) study of the composition of school board decisions for Illinois school boards partly concerned the relative emphasis placed upon operational areas. Keen found that the operational area which accounted for the greatest number of decisions was "business management and accounting" (32.8 percent of total decisions), while only 2.4 percent of the total decisions were made in the area of "instructional program." Other percentages were: "pupil personnel," 5.3 percent, "buildings and property," 11.9 percent; "board of education," 23.3 percent; and "staff personnel," 24.3 percent. Maertz (1966) also investigated these operational areas in his study of Alberta school boards. He reached conclusions which were quite similar to those reached by Keen, though the emphasis placed by school boards on the areas "business and accounting" and "buildings and property" varied considerably between the two studies. Maertz (1966) found that the percentage of total decisions for each operational area was as follows: "school board," 26 percent; "buildings, property and maintenance," 21 percent; "staff," 19 percent; "business/accounting," 14 percent; "pupil personnel," 8 percent; "instructional program," 2.5 percent. A conclusion common to Keen's and Maertz's studies concerns the few decisions made in the area of "instructional program." A reasonable explanation might be that this is an area commonly placed by school boards under the control of the superintendent. A study by Garnett (1973) adds credence to this latter point. In this study, "curriculum," "personnel administration" and "pupil services" were ranked in that order by school board members as areas in which superintendents should have decision-making powers.

A study also conducted in Alberta by Hastings (1966) produced the finding, based on superintendent perceptions, that 79 percent of the school boards studied devoted a major portion of their meeting time to financial and business matters while (in keeping with the findings of other studies) only 2 percent were perceived to devote more time to educational maters. Zahn (1969) also recorded that school boards placed little emphasis on educational matters in his analysis of decisions from 41 urban school districts in Minnesota. Zahn's study revealed heavy school board involvement in personnel matters and in their own operational activities. Similarly, Fisher (1972) found that boards in Indiana made the greatest number of decisions in the categories of "staff personnel" and "board operations" while findings by Overfield (1970) and Howerton (1971) pointed to a greater emphasis placed by school boards on "buildings and construction" and "finance" respectively. Howerton (1971) based his study on the analysis of documents of school board meetings for a period of one fiscal year. He utilized a categorization of operational areas according to curriculum, finance, plant, student concerns, and miscellaneous criteria.

## SCHOOL DISTRICT CONTEXTUAL VARIABLES

Of the characteristics of individual school districts, two have been given prominence in theory and research pertaining to school board operation. These are (a) school district size, and (b) the degree of "local fiscal effort" which school districts attain.

### School District Size

Concerning the optimum size of school districts, Grieder, Pierce and Jordan (1969:18) have noted that research since the 1920's has suggested certain minimums, although there is little data on maximums. They add:

> Which figures one adopts depends on many factors: one's conception of and attitudes toward "bigness," the effect of lengthening the lines of communication, the possible increase of impersonality in human relations as a school becomes larger and larger, the effect of size in respect to citizens' feelings about belonging to a "community," and others. Many of these factors are subjective, but they cannot be discounted merely on that ground.

Grieder, Pierce and Jordan pointed out that experience and investigation show "total enrollment of the district" to be one of the most important criteria in relation to satisfactory district organization.

The variable "school district size" has been studied in relation to a variety of facets of school board operation. Emphasis has been given, for example, to the relationship of school district size to: school board attention to operational areas (Zahn, 1969); decision levels represented in school board decisions (Maertz, 1966); span of control in school systems (Brown, 1976); board member participation in policy execution (Overfield, 1970); the quality (Sokolow, 1974) and style (Leffel, 1973) of planning in school systems; the morale of administrative staff (Streshly, 1972); and the extent of local control exerted by a school board (Fisher, 1972). In each of the above studies, with the exception of that by Streshly (1972), school district size was identified according to the criterion of pupil enrollment for the district. Several relevant points pertinent to the school board control function emerge from these studies. Concerning indications of a relationship between size and aspects of board operation, Keen (1963) has pointed out the difficulty in asserting that a given relationship is due to the size of a school district, due to the existence of other factors which might be responsible for that relationship. In his study, however, Keen (1963) did find a difference in the decision patterns of the districts he studied. He concluded that the difference appears to be related to school district size. Similar findings were noted in several other studies. In these instances also, Keen's provision concerning the attribution of causality to a relationship would appear appropriate. Further to Keen's finding relating to decision patterns, Maertz (1966) found that as a school system increased in size of enrollment, school boards became more active in formulating policy, although they tended to make fewer decisions with respect to pupil personnel. In addition, Fisher (1972) studied local control of education in Indiana and found that the largest school districts exercised the largest degree of local control, and that the degree of local control decreased as the size of the district decreased. Concerning span of control, Brown (1976) has concluded that organizational size is the variable which most affects vertical span of control, i.e. that the number of pupils enrolled in a district helped determine directly the number of administrators and the number of sites which in turn, strongly influence the length of the administrative hierarchy. In relation to planning, Sokolow (1974) has found that the quality of planning in Delaware districts which were larger than the mean district size for the state was a little more than 20 percent better than the quality of planning in districts which were smaller than the mean district size. Similarly, Leffel (1973) found that actual planning styles were associated with size of school district.

There have been a number of studies in which either no relationship, or an inverse relationship have been found to exist between school district size and a particular variable. Perry (1970), for example, has analyzed task perceptions of school board members in Arkansas and has found that no major differences exist between perceptions of trustees in large school districts and perceptions of trustees in small school districts with regard to the tasks of public education. In contrast to Maertz's (1966) findings referred to above, Knight (1970) studied relationships concerning school district size and emphasis placed by boards on different decision categories. He found that, as the size of school districts increased, the number of actions also increased, but the percentage of actions in the various categories remained constant. With respect to emphasis placed by school boards on business and administrative activity, Zahn (1969), in a study of formal meetings of Minnesota school boards, described the tendency of large school districts to exhibit less, rather than more, involvement in that area. Similarly, Overfield (1970) has concluded that there is an inverse relationship between the degree of school board members' participation in policy execution functions and the size of a school district.

## Local Fiscal Effort

Another important criterion in relation to satisfactory district organization has been identified by Grieder, Pierce and Jordan (1969:19) as the ability of school districts to raise money by taxation. This is in turn a significant aspect of what Firman

(1965:117), Campbell, Cunningham and McPhee (1965:91) and Morphet, Johns and Reller (1967:275) refer to as "fiscal independence." According to Firman (1965) the fundamental issue in discussing "fiscal independence" lies in "whether or not educational policy formulation can be separated from financial policy formulation." That author has enumerated eight pointers which can be used in determining degree of fiscal independence of a school system:

1. Budget. The school board has the right to establish the budget.
2. Taxing power. The school board has the power to levy taxes to finance, in part, the proposed budget.
3. Adequacy of tax base. There is an adequate tax base within the school district to realise funds when local taxing authority is exercised.
4. Tax and indebtedness limits. Maximum legal limits on tax rate and indebtedness are sufficiently flexible to raise the amount required for school support.
5. Tax and indebtedness leeway. Enough taxing and indebtedness authority remains after satisfying mandatory educational programs to permit the school board to go beyond and toward enriched experiences.
6. Accounting. The board can keep its own system of financial records, including control of auditing and reporting procedures.
7. Responsibility. The citizen can turn to one local governmental authority—the school board—for appeal and

for responsibility determination.

8. Response to educational needs. Fiscal resources and powers are acceptable and flexible enough to permit the school board to adjust to emerging demands.

The increase, in recent years, of educational funding by higher levels of government has brought the issue of "fiscal independence" into prominence. Much discussion and speculation has concerned the impacts of school board decrease in ability to generate funds. Conant (1972), for example, has suggested strongly that full state funding need not have any bearing upon a school board's prerogative in the area of educational policy-making. Morphet, Johns and Reller (1967:275) on the other hand, pointed out that it is commonly held that "school districts should be free to determine their fiscal needs and, within limits, to certify and obtain the local funds needed for their operation. Campbell, Cunningham and McPhee (1965:91-92) described arguments on both sides of the debate. On the one hand, they discussed the belief that school districts should be "independent" or "autonomous," that they should control budgets, and have taxing authority, that "school affairs should not become political affairs" that the special nature of schooling sets it apart from other governmental services, and that the fundamental importance of schools demands a structure which places education close to the citizenry. On the other hand there is the argument that education should be provided for under the same governmental structure as other services, that fiscal control should remain with the municipality and that the separation of school fiscal policy from fiscal policy in other areas leads to waste and inefficiency. Whatever form this debate takes, a central factor remains, as Campbell, Cunningham and McPhee (1965:93) suggested:

> One of the most fundamental points upon which decisions about independence or dependence should turn is whether or not one structure permits demonstrably better schools than the other.

Research to date has provided relatively little insight on the foregoing point. Burchill (1970), in an analysis of the financial capacity of North Dakota school districts, found that there was a difference in the quality (as measured by accreditation levels) of the school districts when these were compared according to the wealth of the school districts, and the effort expended by school districts to obtain education. Similarly, DeRuzzo (1972) used the term "local fiscal effort" and identified this as a variable in the prediction of local school district productivity. Leffel (1973) found that actual planning styles were associated with the wealth of a school district and the amount of budget devoted to planning by a school board. Finally, Martin (1970) has investigated the status of fiscal independence among school districts in North Carolina, in terms of the legal foundations upon which related policies are based and in terms of attitudes toward these policies. As a result of his study, Martin recommended the enactment of mandatory legislation providing a minimum level of local support, or the granting of "fiscal independence" to locally elected school boards.

## SUMMARY

This chapter has provided a description of literature pertaining to the central concepts of the study, in the light of the task of describing school board control. The review is summarized below:

First, a brief description of four models of the control process was conducted. From this is was concluded that each dimension of the control process is an integral part of the control system and that, for effective control, each has important implications.

Second, an examination of literature on the control function of school boards was undertaken to provide a perspective on the general status and specific powers and duties of school boards. Specific reference was made to the Canadian context and, with respect to powers enumerated in The School Act, to British Columbia school boards.

Third, research findings of relevance to decision levels in school board operation were presented. These indicated strongly that:

- policy-making is a vital function for school boards;
- policy-making is underemphasized in school board operation.

Fourth, research findings as they relate to school board emphasis on different operational areas were examined. These indicated that:

- school boards devote considerable attention to business and accounting, buildings and property, board considerations, and staff personnel;
- school boards devote minimal attention to pupil personnel, the community, and the instructional program.

Fifth, two contextual variables given prominence in literature relating to school boards were examined. Concerning "school district size," research studies have found that larger districts evidence greater board activity in formulating policy, greater exercise of local control, and better quality planning. On the other hand, boards of smaller districts have been found to participate more in policy execution functions and to make more decisions in the area of business and administrative activity.

The issue of "fiscal independence" in the light of recent increases in government funding was discussed. Though some research findings were described, it was concluded that more research is needed in this area before any substantial conclusions can be drawn.

# Chapter IV

# METHODOLOGY

## DEFINITION OF POPULATION AND SELECTION OF SAMPLE

In terms of the local administration of education, the province of British Columbia is divided into 75 school districts. These include combinations of cities, villages, district municipalities, consolidated school districts, rural school districts and previously unorganized school districts (Munroe, 1974:108). The number of trustees on the boards of these jurisdictions varies from three to nine. For example, the Department of Education Annual Report for 1975-76 reports that, in that year, two boards had three trustees, 18 had five, 36 had seven and 17 had nine.

In selection of the sample for this study, all 75 school districts were ranked from largest to smallest according to the criterion of total pupil enrollment. These were then grouped into three size categories. The 75 districts were similarly categorized according to the variable local fiscal effort. A sample of 25 school boards was selected by means of a stratified random sampling procedure, a technique employed to control for internal validity and to insure that the sample contained the same proportional distribution on the two variables School District Size and Local Fiscal Effort as the population. These two variables are defined below.

## Definition of Contextual Variables

Local Fiscal Effort. The amount of funding generated locally was calculated and expressed as a percentage of the total revenue for each British Columbia school district. The sum of local district taxation, plus tuition fees and miscellaneous revenue, including deficits and surpluses from the previous year, constituted local revenue. The percentage arrived at as a result of this exercise was used as an indicator of the degree of "local fiscal effort" for a school district.

School District Size. The size of a school district was expressed as the September 30th 1975 pupil enrollment for that school district.

## Breakdown of the Sample

The breakdown of the sample according to the above criteria is illustrated in Table 2. Random selection based upon these figures produced the following sample:

A. 45. West Vancouver
   41. Burnaby
B. 1. Fernie
   48. Howe Sound
   85. Vancouver Island North
   60. Peace River North
C. 81. Fort Nelson
   84. Vancouver Island West
   66. Lake Cowichan

## TABLE 2

## BREAKDOWN OF THE STUDY SAMPLE

| Type of District | Population (School Districts) | % of Total Population | Sample |
|---|---|---|---|
| A. High L.F.E.* - High Enrollment | 5 | 7 | 2 |
| B. High L.F.E. - Medium Enrollment | 12 | 16 | 4 |
| C. High L.F.E. - Low Enrollment | 8 | 11 | 3 |
| D. Medium L.F.E. - High Enrollment | 13 | 17 | 4 |
| E. Medium L.F.E. - Medium Enrollment | 7 | 9 | 2 |
| F. Medium L.F.E. - Low Enrollment | 5 | 7 | 2 |
| G. Low L.F.E. - High Enrollment | 7 | 9 | 2 |
| H. Low L.F.E. - Medium Enrollment | 10 | 13 | 3 |
| I. Low L.F.E. - Low Enrollment | 8 | 11 | 3 |
| Total | 75 | 100% | 25 |

*Local Fiscal Effort

D. 62. Sooke
43. Coquitlam
71. Courtenay
24. Kamloops
E. 30. South Cariboo
14. Southern Okanagan
F. 50. Queen Charlotte
32. Hope
G. 27. Cariboo-Chilcotin
88. Terrace
H. 19. Revelstoke
54. Smithers
56. Nechako
I. 18. Golden
21. Armstrong-Spallumcheen
13. Kettle Valley

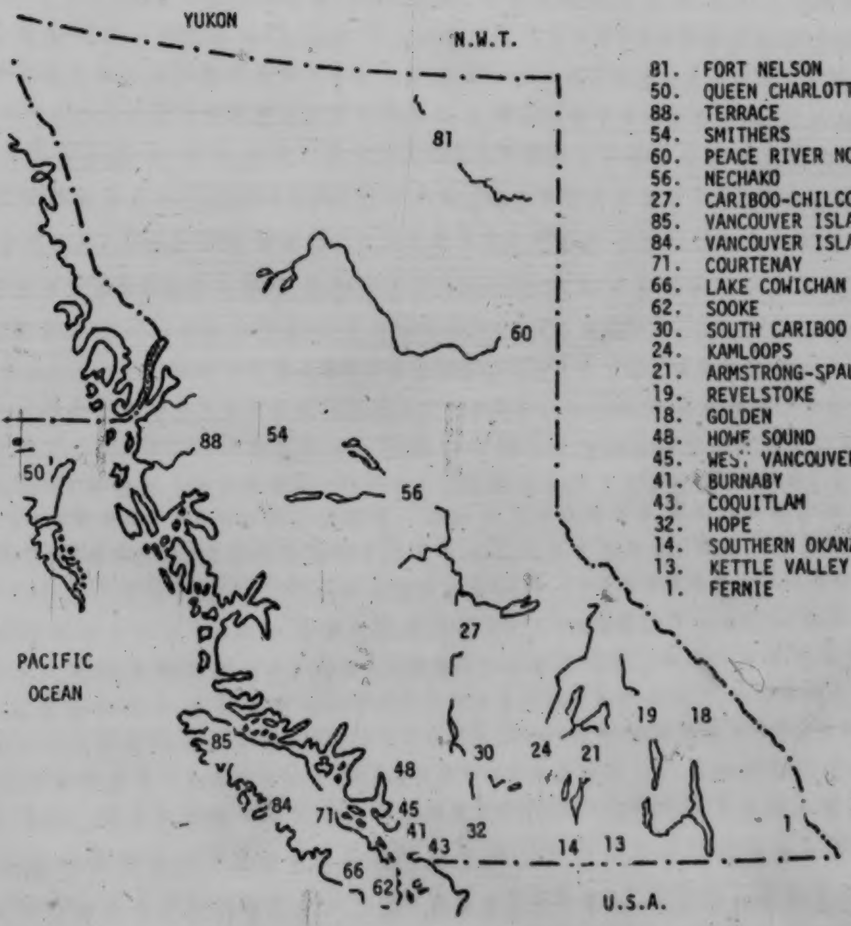
Letters were forwarded to the school board chairman in each of these districts explaining the nature of the study and requesting records of regular meetings of the school board for the calendar year 1975. A telephone call was also made to each chairman to reinforce the initial request and to provide any additional information which might be required. From the summary in Table 3, it can be seen that 84 percent of the school boards which were contacted participated in the study.

The geographical location of each of the school districts in the initial study sample is presented in Figure VI.

### TABLE 3

### PARTICIPATION LEVEL OF BOARDS IN THE STUDY SAMPLE

| Sample Category | Boards Contacted | Response N | Response % |
|---|---|---|---|
| A | 2 | 2 | 100 |
| B | 4 | 4 | 100 |
| C | 3 | 2 | 66.7 |
| D | 4 | 4 | 100 |
| E | 2 | 2 | 100 |
| F | 2 | 2 | 100 |
| G | 2 | 1 | 50 |
| H | 3 | 2 | 66.7 |
| I | 3 | 2 | 66.7 |
| Total | 25 | 21 | 84.0 |


YUKON
N.W.T.
81
60
88
54
50
56
27
PACIFIC OCEAN
19
18
85
30
24
21
48
84
71
45
41
32
43
14
13
1
66
62
U.S.A.

| | |
|---|---|
| 81. | FORT NELSON |
| 50. | QUEEN CHARLOTTE |
| 88. | TERRACE |
| 54. | SMITHERS |
| 60. | PEACE RIVER NORTH |
| 56. | NECHAKO |
| 27. | CARIBOO-CHILCOTIN |
| 85. | VANCOUVER ISLAND NORTH |
| 84. | VANCOUVER ISLAND WEST |
| 71. | COURTENAY |
| 66. | LAKE COWICHAN |
| 62. | SOOKE |
| 30. | SOUTH CARIBOO |
| 24. | KAMLOOPS |
| 21. | ARMSTRONG-SPALLUMCHEEN |
| 19. | REVELSTOKE |
| 18. | GOLDEN |
| 48. | HOWE SOUND |
| 45. | WEST VANCOUVER |
| 41. | BURNABY |
| 43. | COQUITLAM |
| 32. | HOPE |
| 14. | SOUTHERN OKANAGAN |
| 13. | KETTLE VALLEY |
| 1. | FERNIE |

FIGURE VI

DISTRIBUTION OF SCHOOL DISTRICTS IN THE STUDY SAMPLE

## RESEARCH PROCEDURES

### Data Collection

The collection of data pertaining to the research problems was conducted by means of a content analysis of the minutes of regular school board meetings for a period of one calendar year. Holsti (1968:603) commented that content analysis may prove useful "when data accessibility is a problem and the investigator's data are limited to the messages produced by individuals. Restrictions of time or space often do not permit the social scientist to gain direct access to his subject." The present study involved the securing of information on decisions from school boards, and the most readily accessible source of data on decisions as actually made by school boards was the minutes formally adopted and approved by the boards. This in fact constitutes the only official record of the actions of school boards (Davidson, 1970:127). The wide sample of school boards and the large number of minutes to be analyzed ruled out direct investigation of school board meetings. It was also felt that content analysis would provide a wide source of information from which to investigate the numerous "cells" in the overall control profile of the school board.

### Definition of Content Analysis

Content analysis has been defined in several ways. Stone (1964), for example, has referred to content analysis as "any procedure for assessing the relative extent to which specified references, attitudes or themes permeate a given message or document." From a review of the distinguishing characteristics of content analysis, Berelson (1954:489) provided the following definition: "Content analysis is a research technique for the objective, systematic and quantitative description of the manifest content of communication." Such definitions as this indicate that content analysis can be a scientific and rigorous means of researching a particular phenomenon, and represent a move away from the notion of content analysis as being a basically non-scientific research method. Mouly (1970:280) has noted that the present usage of the term "content analysis" represents a level of investigation more clear-cut and significant than was originally implied by the term, that it differs from earlier "frequency counts," emphasizing the collection of data only after it has been fitted into a scientifically meaningful context. Specific ways in which content analysis is concerned with these scientific requisites are described below.

## The Requirements of Content Analysis

In his definition of content analysis, Berelson (1954:489) described four requisites for a proper definition of this research technique. These are (1) the syntactic and semantic requirement, based upon the idea that content analysis is limited to the manifest content of communication and is not done directly in terms of the latent intentions which the content may express or the latent responses which it may elicit; (2) the requirement of objectivity, which stipulates that the categories of analysis should be defined so precisely that different analysts can apply them to the same body of content and secure the same results; (3) the requirement of system, under which data is secured relevant to a scientific problem or hypothesis, and under which all the relevant content is analyzed in terms of all the relevant categories for the problem at hand; the requirement of quantification, which concerns the extent to which categories appear in the content, that is, the relative emphases and omissions.

### Meeting the Requirements

The Syntactic and Semantic Requirement. The present study meets the syntactic and semantic requirement of content analysis in that it has been delimited to the actual decisions as they appear in school board minutes, rather than to the variety of purposes individuals might have had in getting them carried. The possible intentions and responses which accompany the making of decisions were not the source of investigation in this instance. Categorizations were based on the information as it was presented in each recorded decision.

The Requirement of Objectivity. Further to Berelson's point on objectivity, Holsti (1968:657) has suggested that if content analysis is to meet the requirements of objectivity, results must be reliable; that is, the research must yield results capable of verification by independent observers. He noted: "The content analysis is concerned with the reliability of both coders and categories, each of which is important to the overall results of the research."

In defining the categories in the present study, theoretical definitions were employed in pilot analyses of the school board minutes of two jurisdictions in Alberta. From this exercise the categories of analysis were further refined and operational definitions were developed. Sample categorizations resulting from the procedure are illustrated in Figure VII. The discussion of categories and related examples are based upon definitions of categories as provided on pp. 30-32 and upon categorization procedures as described in Appendix A.

Despite the establishment of criteria for categorization, there has remained, with some types of decisions, an element of arbitrariness in the placing of certain decisions in categories. This difficulty has been present more in the "grey areas" between categories, where the demarcation between one category and another is not readily distinguishable. The problem has been referred to in the discussion of the policy-administration differentiation in Chapter 2. In order to overcome this problem, reports which accompany decisions have been procured and analyzed, "expert" opinion has been solicited, and follow-up questions have been put to trustees of certain school districts where necessary.

Both individual reliability, the level of agreement between the judge and other raters, and category reliability, reflecting the accuracy with which categories have been defined, are important facets of the content analysis technique. These were tested as follows, using a sample of the material to be coded:

Step one: The researcher recruited two doctoral candidates in educational administration as "raters." An initial "training session" was conducted in order to help the raters make the discrimination necessary in the coding process.

Step two: A sample of 20 decisions was categorized by the researcher and by each rater. For each decision, three separate categorizations had to be made pertaining to the control dimension, the decision level, and the operational area into which the decision

| | Setting Standards and Objectives | Monitoring | Taking Corrective Action |
|---|---|---|---|
| Policy-oriented Decisions | - "there shall be one day in the year set aside for Professional Development"<br>- entrance into long term contracts and agreements<br>- statement of conditions relating to purchase policies | - approval of capital budgets<br>- decision to develop a procedure to evaluate principals<br>- set up committee to see where changes are needed | - application to Supreme Court for ruling of term appointments<br>- call for administrative proposals for improvement of literacy in schools<br>- introduction of bylaws concerning borrowing money on security of district<br>- rescindment of purchasing policies<br>- change in policy relating to student insurance<br>- amendment to field trip policy |
| Routine Administrative Decisions | - acceptance of tender to transport special students<br>- levying of non-resident tuition fees<br>- statement of terms of individual contract<br>- setting dates for an orientation program for Grade I pupils | - confirming appointments<br>- approve leave of absence for professional improvement for specific individuals<br>- adoption of progress reports etc.<br>- evaluation of existing contracts<br>- confirming resignations<br>- achievement testing of Grade III pupils<br>- check comparative marking standards | - relocation of portables<br>- get Departmental "letter of authority" to maintain a teacher's services<br>- payment of "loan" to teacher who has been overpaid<br>- action concerning student suspension |
| Residual Decisions | - naming schools<br>- reclassification of designation of a position from "chief accountant" to "Director of accounting" | - decision to send flowers etc. to family of deceased board employee<br>- approve an honorarium for individual work done | - decision to increase parking fees<br>- approval of a substitute for member of a committee<br>- registration of complaint to "the town" about violation of truck route sign outside the school<br>- payment to teacher for a phone call |

FIGURE VII

SAMPLE CATEGORIZATIONS

fitted. A 70 percent agreement level between the researcher and each rater was set as a satisfactory indication of the reliability of each categorization and of the individual researcher. A summary of agreement levels on these 20 decisions is contained in Table 4.

TABLE 4

LEVELS OF AGREEMENT BETWEEN RESEARCHER AND TWO RATERS ON THREE SETS OF CATEGORIES FOR N = 20 DECISIONS

| | Researcher-Rater A | | Researcher-Rater B | |
|---|---|---|---|---|
| Category Tested | Decisions Agreed Upon | Percent of Total | Decisions Agreed Upon | Percent of Total |
| Control Dimensions | 14 | 70% | 13 | 65% |
| Decision Levels | 20 | 100% | 18 | 90% |
| Operational Areas | 15 | 75% | 13 | 65% |

Step three: A second "training session" was conducted during which major sources of disparity between raters were discussed, and categories were further clarified and delineated.

Step four: A new sample of 30 decisions was categorized by the researcher and by each rater. A summary of agreement levels on these 30 decisions is contained in Table 5. As illustrated in Table 5, levels of agreement met the 70% requirement on each categorization between the researcher and rater A. A further "training session" was conducted with rater B.

Step five: Following the examination and discussion of

# TABLE 5

## LEVELS OF AGREEMENT BETWEEN RESEARCHER AND TWO RATERS ON THREE SETS OF CATEGORIES FOR N = 30 DECISIONS

| | Researcher-Rater A | | Researcher-Rater B | |
|---|---|---|---|---|
| Category Tested | Decisions Agreed Upon | Percent of Total | Decisions Agreed Upon | Percent of Total |
| Control Dimensions | 23 | 77% | 15 | 50% |
| Decision Levels | 25 | 83% | 18 | 60% |
| Operational Areas | 23 | 77% | 20 | 67% |

disparities between ratings with rater B, categorizations were more specifically defined and another sample of 30 decisions categorized. As a result of this exercise, levels of agreement between the researcher and rater B on control dimensions, decision levels, and operational areas were 70 percent, 80 percent, and 77 percent respectively.

This latter exercise, besides providing an indication of the reliability of each category, was also useful in that it enabled the researcher to identify specific categories which required further definition and to recognize the particular problems in categorization raised by certain types of decision. The following specific problem areas were identified:

1. There was a lack of information evident in some decisions which made accurate categorization sometimes difficult. In these instances the raters had to resort to guesswork. One school board, for example, decided "to take no further action on the Elkford Petition" and unfortunately did not provide any further information relevant to it. This, however, was not a general problem applying to all the boards in the study as several boards enclosed attachments relating to decisions made, or made it a practice to provide a short "preamble" to certain decisions where required. Further, the researcher had intended to elicit additional information from certain boards to overcome this difficulty.

2. Difficulties were experienced in several instances in accurately categorizing some decisions according to operational area. As a result, the following changes were made:

   a. school buses were included under the heading School

Plant;

b. School-Community Leadership was changed to School-Community Relations;

c. An additional category was created under the area of School Board Business.

3. When several distinct issues were dealt with under one motion (for example, the decision to make amendments to three different policies), it was decided to treat each issue as a separate decision. However, first, second and third readings of single bylaws and policies were considered as one decision.

4. The taking of corrective action sometimes involves the setting of standards. This factor caused some confusion in the rating of certain decisions. An example is the adoption of a tax-rate bylaw by a board to provide for a mill rate increase of 7.5 mills. It was decided that, in these instances, the primary intent of the decision should be determined in categorizing the decision. In this case, the intent was a corrective one, i.e. to help meet budget requirements by raising the mill rate.

In addition to the inter-rater reliability tests described above, the reliability of the researcher's own coding was further tested by means of a test for consistency in coding over time. When a period of two months had elapsed since the major categorizing activity, a random sample of fifty decisions was selected from the research content. The researcher recorded these on each of the study categories. A summary of the degree of consistency between the initial coding and the second coding is contained in Table 6.

TABLE 6

RELIABILITY OF RESEARCHER CODING OVER TIME
FOR N = 50 DECISIONS

| Category Tested | Decisions Agreed Upon | Percent of Total |
|---|---|---|
| Control Dimensions | 47 | 94% |
| Decision Levels | 47 | 94% |
| Operational Areas | 44 | 88% |

Finally, researcher objectivity was further facilitated by having each set of board minutes examined and references to specific boards obliterated prior to the categorization of decisions. All of the actual decision categorization for the study itself was done by the researcher.

The Requirement of System. In keeping with the requirement that all the relevant content is to be analyzed in terms of all the relevant categories for the problem at hand, it was not possible to secure all decisions made by school boards in the study sample because of the reluctance of most to release minutes of their 'in camera' meetings. All of the relevant content for this study, therefore, comprised the total decisions made by boards in their regular meetings over a period of one calendar year. All of the relevant categories involved each of the categories in the "control profile" as described in Chapter 2 — that is, 63 categories, nine for each of the operational areas investigated. Also in keeping with this requirement, findings were expected to have theoretical relevance, that is, the content analysis was designed to secure data relevant to the specific problems as stated near the conclusion of Chapter 2.

The Requirement of Quantification. The requirement of quantification is, according to Berelson (1954), perhaps the most distinctive feature of content analysis. It has been believed to be the only feature of content analysis. A central activity in quantification involves the coding of the content data, an activity which encompasses three questions (Holsti, 1959:644):

1. How is the research problem defined in terms of categories?
2. What unit of content is to be classified?
3. What system of enumeration will be used?

In the present study the following points pertain to the above questions: (1) The major theme of the research problems of this study has related to the relative emphasis placed by school boards on different control dimensions, different decision levels and different control categories for each operational area; (2) the unit of content to be coded was specified as the school board decision. In this regard, each decision made by school boards in the study during their regular board meetings for the calendar year 1975 was coded for analysis. For each decision, three questions were answered:

1. What control dimension does this decision represent? Does it pertain to Setting Standards and Objectives, or to Monitoring activities or to Taking Corrective Action?
2. What level of decision does this decision represent? Is it a Policy-oriented Decision, a Routine Administrative Decision or a Residual Decision?
3. What operational area does this decision cover? Does it

relate to Staff Personnel, Pupil Personnel, School-Community Relations, Curriculum and Instruction, School Finance and Business Management, School Plant, School Board Business, or General Tasks?

Categorization rules were developed as a guide for the researcher and as a means of maintaining consistency. These are contained in Appendix A; (3) In terms of enumerating each decision, nine-cell matrices were utilized for each board for each operational area. These were used to tally the number of school board decisions appearing in each category.

## REPORTING THE CONTENT DATA

Five central areas of discussion were considered in organizing content data for presentation. These areas were derived from the development of the control framework as it has been presented in Chapter 2. They are: (a) emphasis on operational areas; (b) emphasis on control dimensions; (c) emphasis on decision levels; (d) the control profile; and (e) contextual variables and school board control. The body of data described under these headings has been designed to provide an overview of the type and level of control exercised by school boards. Reporting procedures relating to each of these areas are discussed below. They pertain to the data contained in Chapters 5, 6, 7, 8 and 9.

### Emphasis on Operational Areas

Decisions were categorized according to each of the eight operational areas described in the previous section. The degree to which each area was emphasized in school board decisions was then described for the total group of boards and for individual boards in terms of the percentage of total decisions representing each category.

## Emphasis on Control Dimensions

In order to determine the relative emphasis placed by boards on the control dimensions Setting Standards, Monitoring and Taking Corrective Action, the number of decisions appearing in each category was expressed as a percentage of the total decisions for each board. These were summarized for all boards in the sample. This procedure was then repeated for decisions made in each operational area in order to provide a general description of school board emphasis on control dimensions and to illustrate ways in which emphasis on control dimensions varied according to operational area.

## Emphasis on Decision Levels

A procedure similar to that described above was followed in reporting the extent to which each of the decision levels, Policy, Routine and Residual, was represented in school board decisions. First, the distribution of decision levels was reported for the total number of decisions made by each board and by the total group of boards. Second, this procedure was followed for each operational area.

## The Control Profile

The extent to which school board decisions appeared in the nine control categories described in the control matrix (as illustrated in Figure VII) was described for each individual board and for the total number of boards. The distribution of control categories in school board decisions was illustrated by determining what percentage of the total decisions were contained in each cell of the matrix. Relative emphasis on control categories was also examined in this way for each operational area, and data in each instance were presented by means of the control matrix.

### Contextual Variables and School Board Control

Possible relationships between the emphasis placed in school board decisions on each control category and the contextual variables School District Size and Local Fiscal Effort were examined by the calculation of Pearson product-moment correlations between each of these variables and the percentage of decisions which appeared in each control category (a) for the total number of boards, and (b) for each operational area.

## TECHNIQUES UTILIZED IN DATA ANALYSIS AND PRESENTATION

The major statistical techniques employed in analyzing and presenting the data pertained to the analysis of frequency distributions of decisions concerning control dimensions, decision levels, control categories and operational areas. For each board, totals and percentages for each categorization were calculated and illustrated according to either (a) graphical, (b) tabular, or (c) diagrammatic representation, depending upon the nature of the problem statement being dealt with. A brief discussion of where these methods were employed is provided below. Examples are based upon a prior analysis of the minutes of a large urban Alberta school board for a six month period.

Pie graphs were constructed in order to illustrate the distribution of categories in summary form for total decisions (as illustrated in Figure VIII) for each categorization and for each operational area.

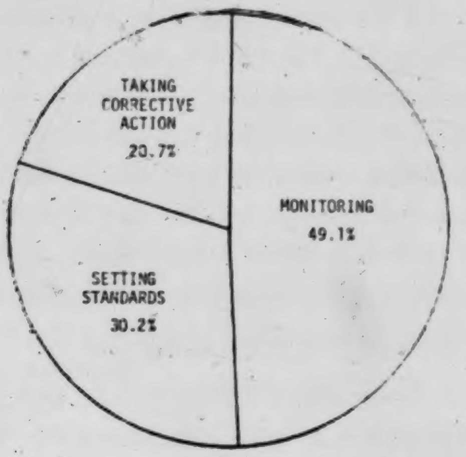


FIGURE VIII

RELATIVE EMPHASIS PLACED UPON CONTROL DIMENSIONS

The degree to which each operational area was represented in the total number of decisions was illustrated by the use of a histogram.

Data pertaining to the percentage of total decisions appearing in each category for each board were presented in tables for each stage in the development of the control description. In each instance, distributions for the total group of boards were tested for homogeneity of variance. Correlations between contextual variables and decision emphasis on different control categories were also presented in table form for the total number of decisions and for each operational area. For this purpose, Pearson r correlations were employed.

Summaries of data concerning the general control profile of the school boards, that is, data related to control categories represented in the control matrix, were illustrated by entering relevant percentages and totals in each cell of the matrix. Data were presented in this way for all boards for the total number of decisions (as illustrated in Figure IX) and for each operational area.

| | Setting Standards and Objectives | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-oriented | 13.9 | 7.8 | 3.5 |
| Routine | 13.8 | 35.7 | 15.5 |
| Residual | 2.6 | 6.1 | .9 |

FIGURE IX

SCHOOL BOARD DECISION EMPHASIS ON CONTROL CATEGORIES

## SUMMARY

From the total of 75 school districts in British Columbia, a random sample of 25 was selected for this study and was stratified on the basis of the variables School District Size and Local Fiscal Effort. Of this initial sample, a total number of 21 boards participated in the study, constituting 84 percent of the study sample.

Data pertaining to the research problems were collected by means of a content analysis of the records of the regular meetings of each board for a period of one calendar year. Reliability of categories and of the researcher's own rating were tested by means of an inter-rater reliability procedure in which the researcher compared his ratings with those of two other raters (in one instance on 50 decisions, and in the other on 80 decisions). The reliability of the researcher's own coding over time was also tested by recoding fifty decisions a second time following an elapsed period of two months. In each test, individual and inter-rater, levels of agreement either met or exceeded the 70 percent level previously specified as acceptable.

In reporting content data, five central areas of discussion were presented: (a) emphasis on operational areas; (b) emphasis on control dimensions; (c) emphasis on decision levels; (d) the control profile; and (e) contextual variables and school board control. Analysis focused upon the treatment of frequency distributions, the calculation of correlation coefficients and testing for homogeneity of variance. Data were presented in graphical, tabular or diagrammatic fashion depending upon the nature of the problem being discussed.

# Chapter V

## ANALYSIS OF CONTENT DATA: SCHOOL BOARD DECISION EMPHASIS ON OPERATIONAL AREAS

This chapter contains a description of the relative emphasis placed by school boards on each of eight operational areas in educational administration. This provides important groundwork for the analysis chapters which follow for, in these chapters, control is examined in the light of each operational area.

Discussion in this chapter therefore relates to the following problem:

> What has been the relative emphasis placed by school boards upon:
>
> (a) Staff Personnel?
> (b) Pupil Personnel?
> (c) School-Community Relations?
> (d) Curriculum and Instruction?
> (e) School Finance and Business Management?
> (f) School Plant?
> (g) School Board Business?
> (h) General Tasks?

## TOTAL DECISIONS

In order to investigate the above problem, the content was analyzed in terms of the extent to which each area was represented in school board decisions. From the 6,623 decisions which were categorized a brief description of the types of decisions for each operational area was prepared. Several examples for each operational area are illustrated below:

Staff Personnel:

- confirming assignments and resignations;
- approving leaves of absence;
- establishing criteria for selection and appointment of administrators;
- establishing regulations for supervision of teachers;
- approving teacher exchanges;
- approving "inservice" and "professional" days;
- taking disciplinary action against teachers;
- entering into general contract negotiations.

Pupil Personnel:

- determining or changing attendance zones;
- arranging for student health services;
- approving field trips for students;
- suspending students;
- establishing student scholarships;
- deciding on pupil report format;
- introducing student testing program.

School-Community Relations:

- making decisions pertaining to local community college;
- establishing local committee to investigate Family Life Education;
- communicating with the local municipal council concerning

the condition of roads, water supply, etc.;

developing recreational facilities on conjunction with the local district;

making decisions concerning press releases.

Curriculum and Instruction:

establishing or suspending specific school programs;

specifying steps to improve literacy in the district;

making decisions relating to outdoor education;

deciding to maintain program despite declining enrollment;

setting priorities concerning programs offered in district schools.

Finance and Business Management:

accepting tenders for school construction or improvements;

establishing annual capital and operational budgets;

setting rates of pay for substitute teachers;

deciding to borrow money for capital expenditures;

levying fees for pupils;

increasing the mill rate;

appointing auditors for the year.

School Plant:

deciding to close a school building;

establishing a bylaw concerning loitering on school board property;

renting school facilities to groups;

approving the use of school buses for trips;

deciding on location for a site for a new school.

School Board Business:

deciding on participation of trustees at a convention;
establishing criteria for the election of trustees;
establishing board meeting times;
establishing board committees.

A description of the relative emphasis placed upon operational areas for the total number of decisions and for the total number of boards is contained in Figure X.

The information contained in Figure X indicates that the greatest area of emphasis concerned School Finance and Business Management which accounted for 28.4 percent of the total decisions made. Staff Personnel received similar emphasis, accounting for 25.7 percent of the decisions. Although the area of School Board Business was responsible for 17.3 percent of the total decisions, these decisions were to a large extent "procedural-type" decisions such as the decision to adopt previous minutes or the decision to adjourn into a "committee of the whole." In fact, of the 17.3 percent of the decisions which were made in the area of School Board Business, 12.7 percent were categorized as procedural.

Pupil Personnel, School Plant and School-Community Relations accounted for 10.2 percent, 9.6 percent and 5.6 percent of the total decisions respectively, while Curriculum and Instruction decisions represented only 3.0 percent of the total decisions made. Only 0.2 percent of the decisions appeared in the General Tasks category. Those which were considered too "general" for a specific category were placed under General Tasks. The following are examples of

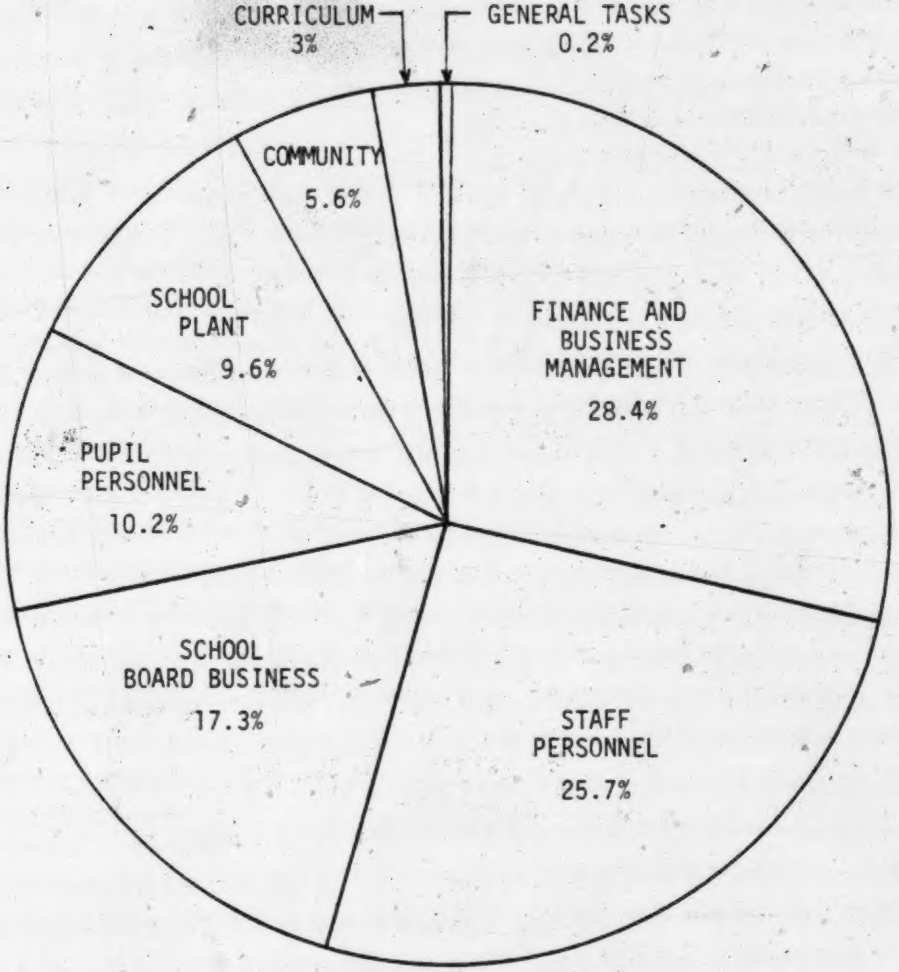


FIGURE X

DECISION EMPHASIS ON EIGHT OPERATIONAL AREAS
(ALL BOARDS COMBINED)

decisions categorized under this heading:

the decision to amalgamate two school districts;

the approval of a school philosophy for a specific school;

the statement of a general position on the research and development function of the Department of Education;

the declaration of a "Fitness Focus Year" for all individuals, organizations and schools in the district;

the decision concerning dissemination of information contained in the school district calendar.

Table 7 contains data pertaining to the relative emphasis on operational areas for each of the 21 boards in the study sample.

As Table 7 illustrates, the degree of emphasis placed on operational areas by individual school boards remained fairly consistent with the distribution for the total group of boards. There were few marked departures from this general pattern, and boards were particularly consistent in the minimal attention devoted to Curriculum and Instruction decisions and in the prominence given to decisions in the area of Finance and Business Management.

The degree of emphasis devoted to School Board Business varied most considerably and ranged between boards from 8.1 percent to 39.6 percent of the total board decisions.

## BREAKDOWN OF FINANCE AND BUSINESS MANAGEMENT DECISIONS

It was found that many of the decisions in the Finance and Business Management category pertained to other operational areas. For example, decisions concerning teachers' salary bargaining,

## TABLE 7

## RELATIVE DECISION EMPHASIS ON EIGHT OPERATIONAL AREAS FOR 21 SCHOOL BOARDS

| | | Percent of Total Decisions | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| School Board | Decisions Made | Staff Personnel | Pupil Personnel | Community | Curriculum & Instruction | Finance | Plant | School Board | General |
| A | 595 | 36.8 | 11.9 | 7.6 | 3.0 | 13.3 | 4.2 | 23.0 | 0.2 |
| B | 128 | 19.5 | 7.8 | 3.9 | 2.3 | 32.0 | 6.3 | 27.3 | 0.7 |
| C | 98 | 11.2 | 16.3 | 6.1 | 4.1 | 30.6 | 17.3 | 14.3 | 0.0 |
| D | 271 | 29.5 | 10.3 | 6.3 | 0.7 | 29.5 | 5.5 | 18.1 | 0.0 |
| E | 293 | 15.0 | 9.6 | 5.5 | 6.5 | 18.1 | 5.5 | 39.6 | 0.0 |
| F | 166 | 29.5 | 10.8 | 7.2 | 1.2 | 27.1 | 10.8 | 12.7 | 0.6 |
| G | 214 | 16.8 | 9.3 | 13.6 | 1.9 | 34.6 | 14.5 | 9.3 | 0.0 |
| H | 238 | 18.9 | 18.1 | 3.4 | 3.8 | 29.0 | 8.4 | 18.5 | 0.0 |
| I | 217 | 17.5 | 11.5 | 4.1 | 4.1 | 33.2 | 6.0 | 23.5 | 0.0 |
| J | 498 | 31.5 | 14.9 | 4.6 | 2.6 | 17.9 | 15.3 | 13.1 | 0.2 |
| K | 619 | 35.1 | 7.3 | 3.9 | 1.1 | 26.5 | 16.3 | 9.9 | 0.0 |
| L | 145 | 24.8 | 6.9 | 3.4 | 1.4 | 34.5 | 13.1 | 15.9 | 0.0 |
| M | 197 | 29.4 | 6.1 | 6.1 | 2.5 | 31.5 | 16.2 | 8.1 | 0.0 |
| N | 244 | 34.4 | 5.7 | 2.5 | 0.0 | 29.9 | 7.0 | 20.1 | 0.4 |
| O | 398 | 30.9 | 11.6 | 9.0 | 2.5 | 28.9 | 5.5 | 11.3 | 0.3 |
| P | 161 | 28.0 | 6.2 | 2.5 | 3.7 | 35.4 | 6.2 | 18.0 | 0.0 |
| Q | 597 | 19.1 | 7.9 | 6.9 | 2.7 | 35.7 | 13.4 | 13.4 | 1.0 |
| R | 287 | 24.4 | 8.4 | 5.6 | 4.5 | 28.9 | 5.2 | 22.6 | 0.3 |
| S | 283 | 21.2 | 11.7 | 1.8 | 3.9 | 37.5 | 6.4 | 17.7 | 0.0 |
| T | 557 | 26.8 | 9.9 | 8.4 | 5.9 | 21.7 | 11.1 | 15.3 | 0.9 |
| U | 417 | 39.6 | 11.0 | 4.8 | 4.8 | 20.4 | 7.2 | 11.8 | 0.5 |
| $\overline{x}$ | 315 | 25.7 | 10.2 | 5.6 | 3.0 | 28.4 | 9.6 | 17.3 | 0.2 |
| S | 168 | 7.8 | 3.3 | 2.7 | 1.7 | 6.6 | 4.4 | 7.2 | |

decisions concerning the financing of student field trips, decisions concerning the awarding of tenders for school construction, decisions concerning the payment of honoraria to board members are all financial decisions, yet each pertains to a different operational area. The Finance and Business Management category is treated in the following chapters as one category. At this stage, however, an examination of how financial decisions relate to these other operational areas is appropriate.

In order to determine the extent to which other operational areas were represented in this category, Finance and Business Management decisions were subcategorized accordingly. Findings related to this subcategorization are presented in Figure XI.

Apart from the 39.5 percent which were purely of a General Business nature, the major area of emphasis in Finance and Business Management decisions was that of School Plant which accounted for 29.8 percent of the decisions in the Finance category. These, to a large extent, involved decisions related to construction, renovation and related tenders, contracts, leasing buildings, borrowing for building purposes, etc. Finance decisions relating to Staff Personnel and Pupil Personnel accounted for 10.5 percent and 9.5 percent respectively. As with the overall emphasis on operational areas reported earlier, Curriculum and Instruction decisions received minimal attention in Finance decisions. These accounted for only 2.4 percent of the decisions in the Finance and Business Management category.

The degree to which individual school boards conformed to these relative emphases in the area of Finance and Business Management is

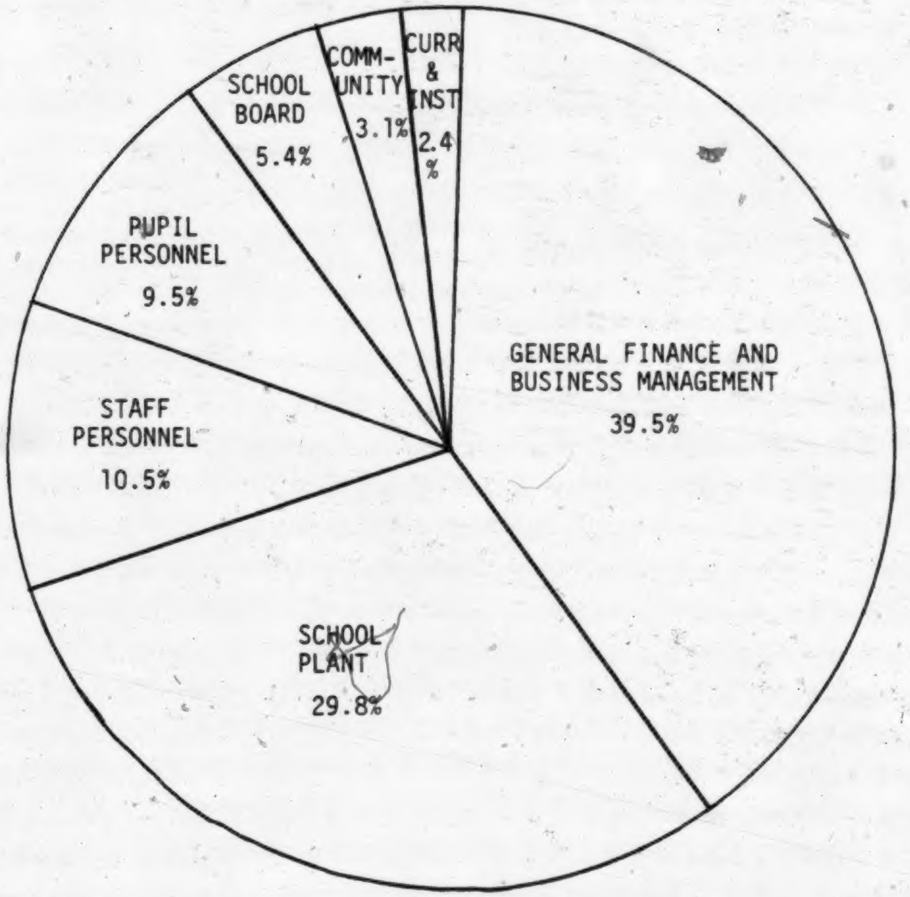


FIGURE XI

BREAKDOWN OF FINANCE AND BUSINESS MANAGEMENT DECISIONS illustrated in Table 8.

In this instance there was evidence of considerable variation between boards in the degree to which they emphasized each category. Emphasis on School Plant, for example, varied between boards from 7.4 percent to 60.4 percent, while General Finance varied from 11.7 percent to 67.8 percent.

## SUMMARY

This chapter described the extent to which operational areas were represented in school board decisions. It was determined that decisions relating to Finance and Business Management and decisions relating to Staff Personnel were made most frequently, while School-Community Relations and Curriculum and Instruction decisions were least emphasized. The latter area accounted for only 3.0 percent of the total 6,623 decisions made. The area of General Tasks was represented by only 0.2 percent of the total decisions.

When total decisions were analyzed for individual boards, it was found that the above pattern was generally consistent between boards, although the degree of emphasis on School Board Business varied markedly.

Finance and Business Management decisions were subcategorized according to the degree to which other areas were represented in them. Apart from General Finance and Business Management decisions, School Plant was most heavily emphasized, followed by Staff Personnel and Pupil Personnel decisions. Again the emphasis upon Curriculum and Instruction decisions was low.

## TABLE 8

## BREAKDOWN OF FINANCE AND BUSINESS MANAGEMENT DECISIONS FOR 21 SCHOOL BOARDS

| | | Percent of Finance Decisions | | | | | | |
|---|---|---|---|---|---|---|---|---|
| School Board | No. of Decisions | General Finance | Staff | Pupils | Community | Curriculum & Instruction | Plant | Board |
| A | 79 | 41.8 | 21.5 | 3.8 | 6.3 | 5.1 | 19.0 | 2.5 |
| B | 41 | 61.0 | 12.2 | 0.0 | 2.4 | 0.0 | 24.4 | 0.0 |
| C | 30 | 66.7 | 3.3 | 13.3 | 0.0 | 0.0 | 16.7 | 0.0 |
| D | 80 | 38.8 | 7.5 | 1.3 | 2.5 | 3.8 | 27.5 | 18.8 |
| E | 53 | 43.4 | 3.8 | 0.0 | 0.0 | 3.8 | 47.2 | 1.9 |
| F | 45 | 44.4 | 11.1 | 13.3 | 2.2 | 6.7 | 17.8 | 4.4 |
| G | 74 | 37.8 | 10.8 | 17.6 | 2.7 | 0.0 | 24.3 | 6.8 |
| H | 69 | 39.1 | 2.9 | 13.0 | 5.8 | 2.9 | 33.3 | 2.9 |
| I | 72 | 62.5 | 1.8 | 7.1 | 7.1 | 0.0 | 21.4 | 0.0 |
| J | 89 | 31.4 | 24.7 | 6.7 | 2.2 | 1.1 | 29.2 | 4.5 |
| K | 164 | 23.8 | 13.4 | 4.9 | 0.0 | 0.0 | 54.9 | 4.3 |
| L | 50 | 24.0 | 12.0 | 18.0 | 4.0 | 2.0 | 34.0 | 6.0 |
| M | 62 | 41.9 | 4.8 | 19.4 | 1.6 | 0.0 | 24.2 | 8.1 |
| N | 73 | 31.5 | 5.5 | 5.5 | 2.7 | 0.0 | 42.5 | 12.3 |
| O | 115 | 37.4 | 21.7 | 7.8 | 3.5 | 2.6 | 20.9 | 6.1 |
| P | 57 | 52.6 | 3.5 | 3.5 | 0.0 | 10.5 | 21.1 | 8.8 |
| Q | 213 | 11.7 | 12.2 | 15.5 | 4.7 | 5.6 | 45.1 | 5.2 |
| R | 83 | 26.5 | 13.3 | 16.9 | 6.0 | 1.2 | 24.1 | 12.0 |
| S | 106 | 21.7 | 3.8 | 6.6 | 0.9 | 1.9 | 60.4 | 4.7 |
| T | 121 | 67.8 | 17.4 | 3.3 | 1.7 | 0.0 | 7.4 | 2.5 |
| U | 85 | 24.7 | 12.9 | 22.4 | 4.7 | 3.5 | 29.4 | 2.4 |
| $\overline{X}$ | | 39.5 | 10.5 | 9.5 | 3.1 | 2.4 | 29.8 | 5.4 |
| S | | 15.6 | 6.8 | 6.9 | 2.2 | 2.8 | 13.4 | 4.6 |

## Chapter VI

## ANALYSIS OF CONTENT DATA: SCHOOL BOARD DECISION EMPHASIS ON CONTROL DIMENSIONS

Content as it relates to the relative extent to which control dimensions are represented in school board decisions is reported in this chapter. Specifically, discussion is directed at the following problem:

> For all decisions, and for each operational area, to what extent did school boards make decisions relating to:
>
> (a) Setting Standards and Objectives?
>
> (b) Monitoring?
>
> (c) Taking Corrective Action?

### TOTAL DECISIONS

In investigating the above problem, each of the decisions analyzed was categorized into one of these control dimensions. The resulting distribution of these dimensions for all decisions for the total number of boards is illustrated in Figure XII.

As illustrated in Figure XII, Monitoring decisions accounted for the largest proportion (56.6 percent) of the decisions made by boards in the study sample. Over half of their efforts in decision-making were focused on checking the activities and performance of the various components of the school system. This to a large extent involved such activities as the seeking of further information on issues, approving, ratifying, rejecting, endorsing requests, proposals,

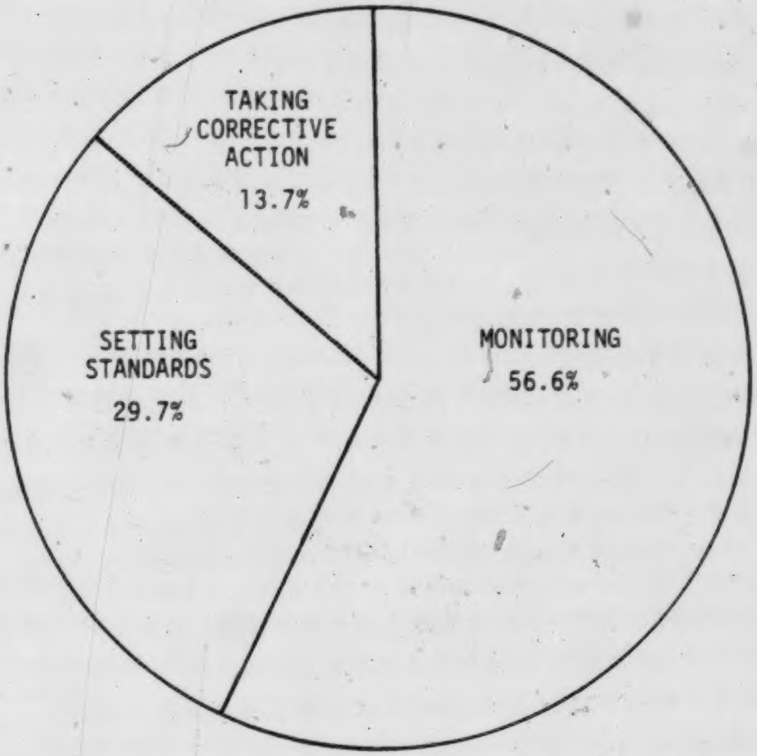


FIGURE XII

RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS etc., concerning a variety of functions of the jurisdiction. Setting Standards and Objectives represent 29.7 percent of the decisions. These were generally concerned with the establishment, by school boards, of criteria for performance in different courses of action taken by the board or other individuals or groups in the system, the statement of a board's position on a given issue, the establishment of conditions and statement of terms, etc. Corrective decisions, decisions made to alleviate particular problem situations, were made least frequently of the control dimensions. These pertained to amending previous policies and decisions, discipling students and staff personnel, borrowing money, complaining to the local district and other organizations concerning poor services, etc. Of the total decisions made, 13.7 percent were of a corrective nature.

The distribution of these three control dimensions for each of the boards in the study sample is illustrated in Table 9.

From the information contained in Table 9, it is noteworthy that, for each of the boards, the control dimensions appeared in the same order according to the degree to which they were emphasized in the total decisions of the boards. The degree of emphasis placed on each dimension was also very consistent between boards.

Specific activities pertaining to control dimensions as they concern each operational area are discussed below. In this chapter and in ensuing chapters, the area of General Tasks will not be discussed as a separate operational area.

## TABLE 9

## RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS: SUMMARY FOR 21 SCHOOL BOARDS

| | | Percent of Total Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Setting Standards | Monitoring | Taking Corrective Action |
| A | 595 | 23.9 | 59.0 | 17.1 |
| B | 128 | 31.3 | 52.3 | 16.4 |
| C | 98 | 21.4 | 62.2 | 16.3 |
| D | 271 | 31.0 | 53.5 | 15.5 |
| E | 293 | 19.5 | 64.8 | 15.7 |
| F | 166 | 34.3 | 55.4 | 10.2 |
| G | 214 | 33.2 | 42.5 | 24.3 |
| H | 238 | 31.5 | 52.5 | 16.0 |
| I | 217 | 19.8 | 73.7 | 6.5 |
| J | 498 | 39.0 | 47.4 | 13.7 |
| K | 619 | 33.4 | 51.7 | 14.9 |
| L | 145 | 36.6 | 50.3 | 13.1 |
| M | 197 | 39.1 | 51.3 | 9.6 |
| N | 244 | 22.1 | 61.9 | 16.0 |
| O | 398 | 25.9 | 61.6 | 12.6 |
| P | 161 | 30.4 | 58.4 | 11.2 |
| Q | 597 | 40.5 | 41.2 | 18.3 |
| R | 287 | 35.9 | 54.4 | 9.8 |
| S | 283 | 31.4 | 59.0 | 9.5 |
| T | 557 | 13.3 | 78.3 | 8.4 |
| U | 417 | 29.3 | 57.6 | 13.2 |
| $\overline{x}$ | 315 | 29.7 | 56.6 | 13.7 |
| S | 168 | 7.4 | 8.9 | 4.1 |

## CONTROL DIMENSIONS AND OPERATIONAL AREAS

### Staff Personnel Decisions

The degree of emphasis placed upon each control dimension in decisions relating to Staff Personnel is illustrated in Figure XIII. From this it can be seen that Monitoring decisions received far greater emphasis than they did in the average emphasis for the total number of decisions described above.

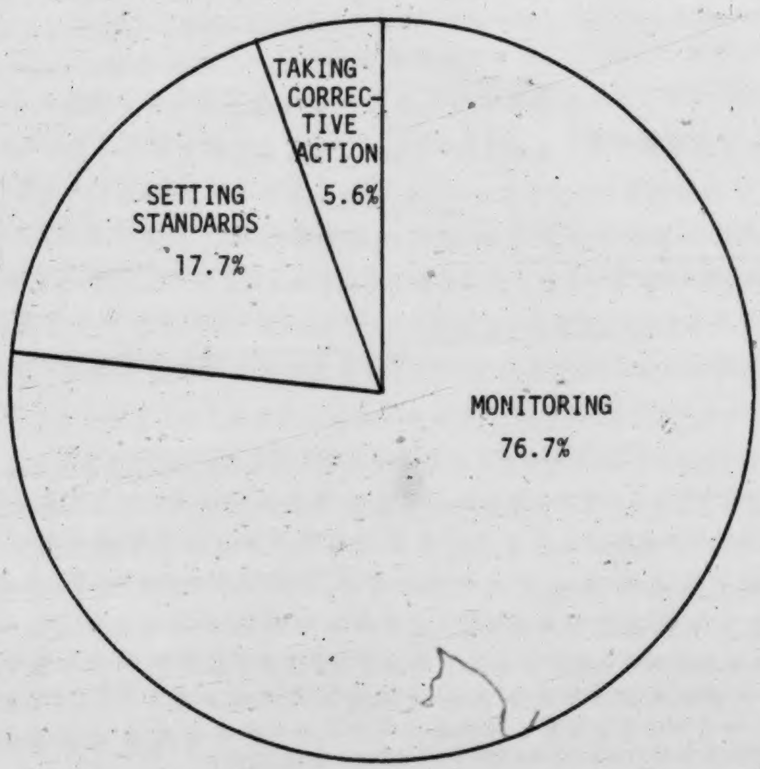


FIGURE XIII

RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS: STAFF PERSONNEL DECISIONS

Examples of specific decisions which were categorized under the Monitoring category for this operational area were decisions: accepting reports on teachers; obtaining information from teachers and administrators concerning their views on The Teaching Professions Act; obtaining information on the need for a department head at a particular school; investigating the advisability of entering into a testing program for prospective employees; and approving teacher exchanges to England and America.

Under the Setting Standards category were decisions: requiring bus drivers to undergo a medical examination and drivers' training course; establishing conditions under which leaves of absence will be recognized for incremental purposes; establishing a non-instructional day for all schools in the district; establishing that instructions to employees be issued by way of board directives and not from individual trustees.

Taking Corrective Action decisions pertained to activities such as: changing leave of absence policy; terminating a contract due to a teacher leaving the service of the board without notice; deciding to advertise for a new position due to increased enrollment. Setting Standards decisions and Corrective decisions represented 17.7 percent and 5.6 percent of the total decisions in the Staff Personnel category respectively. Information for each board concerning emphasis on control dimensions for the Staff Personnel operational area is contained in Table 10.

As with the distribution of decisions for the total number of decisions made, all the boards in the study sample gave prominence to the three control dimensions in the same order and were for the most part consistent in terms of the degree of emphasis which each

## TABLE 10

## STAFF PERSONNEL: RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS FOR 21 SCHOOL BOARDS

| | | Percent of Staff Personnel Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Setting Standards | Monitoring | Taking Corrective Action |
| A | 219 | 12.8 | 84.0 | 3.2 |
| B | 25 | 24.0 | 68.0 | 8.0 |
| C | 11 | 27.3 | 72.7 | 0.0 |
| D | 80 | 15.0 | 82.6 | 2.5 |
| E | 44 | 13.6 | 86.4 | 0.0 |
| F | 49 | 26.5 | 69.4 | 4.1 |
| G | 36 | 19.4 | 69.4 | 11.1 |
| H | 45 | 22.2 | 75.6 | 2.2 |
| I | 38 | 5.3 | 92.1 | 2.6 |
| J | 157 | 23.6 | 70.1 | 6.4 |
| K | 217 | 13.4 | 79.3 | 7.4 |
| L | 36 | 22.2 | 69.4 | 8.3 |
| M | 58 | 17.2 | 77.6 | 5.2 |
| N | 84 | 6.0 | 91.7 | 2.4 |
| O | 123 | 14.6 | 76.4 | 8.9 |
| P | 45 | 15.6 | 71.1 | 13.3 |
| Q | 114 | 23.7 | 67.5 | 8.8 |
| R | 70 | 24.3 | 74.3 | 1.4 |
| S | 60 | 16.7 | 71.7 | 11.7 |
| T | 149 | 6.0 | 91.3 | 2.7 |
| U | 165 | 22.4 | 69.7 | 7.9 |
| $\bar{x}$ | 87 | 17.7 | 76.7 | 5.6 |
| S | | 6.7 | 8.2 | 3.9 |

dimension received.

## Pupil Personnel Decisions

The degree to which each of the three control dimensions were represented in Pupil Personnel decisions is illustrated in Figure XIV.

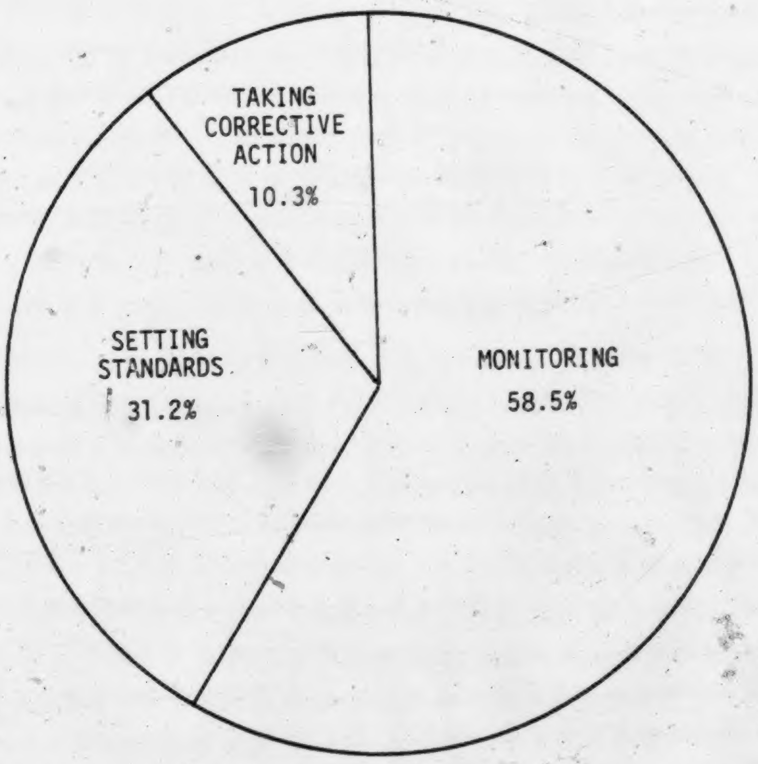


FIGURE XIV

RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS: PUPIL PERSONNEL DECISIONS

In the area of Pupil Personnel, the distribution of decisions according to control dimension was similar to that for the total decisions made. In this area, Monitoring decisions accounted for 58.5 percent of all pupil personnel decisions. A frequent decision in this category concerned the approval of field trip requests, for example the decision to send a school band on a tour of Saskatchewan. Another example of a decision under this category was the decision of a board to introduce a district-wide testing program to monitor the progress of all students.

Under the category Setting Standards, one board made a decision concerning the establishment of conditions governing participation by students in sports trips, noting "that sports participation should not allow academic performance to deteriorate as a result." Another example of a Setting Standards decision was the decision that students resident outside the school district be referred to the board for a decision concerning their admissability. Setting Standards decisions accounted for 31.2 percent of the decisions in the Pupil Personnel category.

Taking Corrective Action decisions were responsible for 10.3 percent of Pupil Personnel decisions and involved such actions as the suspension of students for a given time period and the decision that the Superintendent write to the local Traffic Safety Committee expressing views on traffic hazards near one of the elementary schools.

The breakdown of Pupil Personnel decision emphasis on control dimensions for each board in the study sample is contained in Table 11.

As Table 11 illustrates, there was a greater disparity between boards in terms of the emphasis placed upon control dimensions for Pupil Personnel decisions than was the case with Staff Personnel decisions. In fact, several boards placed greater emphasis on Setting

## TABLE 11

## PUPIL PERSONNEL: RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS FOR 21 SCHOOL BOARDS

| | | Percent of Pupil Personnel Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Setting Standards | Monitoring | Taking Corrective Action |
| A | 71 | 16.9 | 64.8 | 18.3 |
| B | 10 | 70.0 | 30.0 | 0.0 |
| C | 16 | 31.3 | 56.3 | 12.5 |
| D | 28 | 50.0 | 42.9 | 7.1 |
| E | 28 | 46.4 | 42.9 | 10.7 |
| F | 18 | 33.3 | 44.4 | 22.2 |
| G | 20 | 45.0 | 40.0 | 15.0 |
| H | 43 | 30.2 | 62.8 | 7.0 |
| I | 25 | 16.0 | 76.0 | 8.0 |
| J | 74 | 32.4 | 35.1 | 32.4 |
| K | 45 | 20.0 | 64.4 | 15.6 |
| L | 10 | 30.0 | 60.0 | 10.0 |
| M | 12 | 50.0 | 50.0 | 0.0 |
| N | 14 | 14.3 | 78.6 | 7.1 |
| O | 46 | 30.4 | 67.4 | 2.2 |
| P | 10 | 20.0 | 50.0 | 30.0 |
| Q | 47 | 29.8 | 57.4 | 12.8 |
| R | 24 | 20.8 | 79.2 | 0.0 |
| S | 33 | 18.2 | 78.8 | 3.0 |
| T | 55 | 16.4 | 83.6 | 0.0 |
| U | 46 | 34.8 | 63.0 | 2.2 |
| $\overline{X}$ | 32 | 31.2 | 58.5 | 10.3 |
| S | | 14.4 | 15.7 | 9.5 |

Standards than they did on Monitoring decisions.

### School-Community Relations Decisions

The relative emphasis placed by school boards on the three control dimensions varied markedly for the area of School-Community Relations when compared to the emphasis represented in the total decisions and when compared to the emphasis given to these dimensions in other operational areas. The distribution of decisions for the area of School-Community Relations is illustrated in Figure XV.

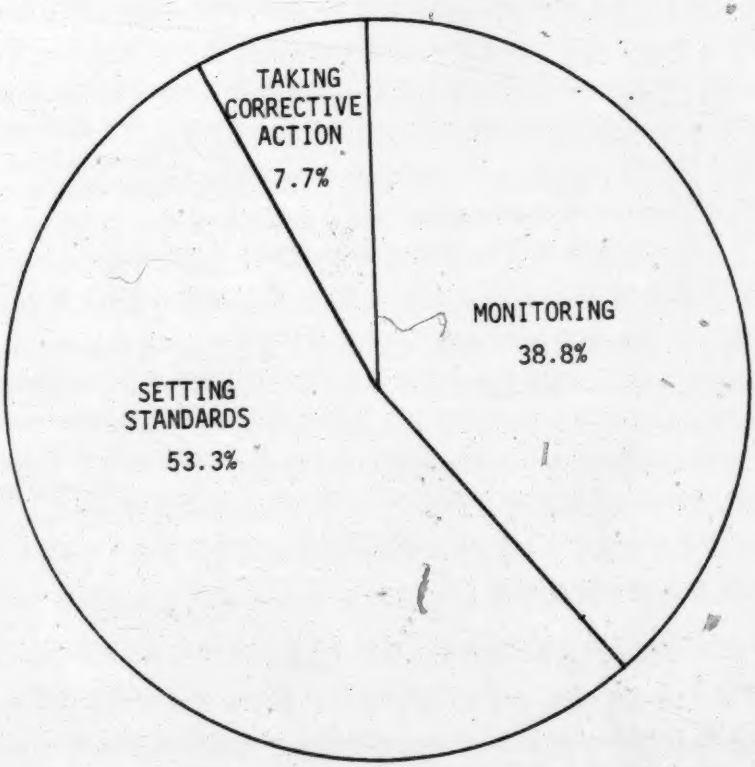


FIGURE XV

RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS: SCHOOL-COMMUNITY RELATIONS DECISIONS

An examination of Figure XV indicates that decisions in the School-Community Relations area were predominantly of a Setting Standards nature (53.3 percent) while Monitoring and Taking Corrective Action respectively accounted for 38.8 percent and 7.7 percent of decisions in this operational area. Under Setting Standards in this area were such decisions as a school board's affirmation of the rights of its trustees to be also members of community college boards and the decision to recommend to the corporation of the town the appointment of a trustee to the town recreation commission.

Examples of Monitoring decisions in this operational area were: the decision to approve a request from the local R.C.M.P. to run a Police Community Relations Program in the schools; the approval of the request of a local day-care center to buy supplies from the school district warehouse.

Corrective Action decisions took such forms as the expression of concern by a board over the delay in the production of the local community college calendar and the decision by a board to sign a petition concerning the domestic water-supply in the area.

When decision emphasis on control dimensions in the School-Community Relations operational area was compared between boards, this emphasis varied quite considerably. This is evident from the data contained in Table 12.

As evidence of the differences between boards in their emphasis on control dimensions in School-Community Relations decisions, 14 of the 21 boards in the study sample made more Setting Standards decisions than they did Monitoring decisions, and five boards made more Corrective

## TABLE 12

## SCHOOL COMMUNITY RELATIONS: RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS FOR 21 SCHOOL BOARDS

| | | Percent of Community Relations Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Setting Standards | Monitoring | Taking Corrective Action |
| A | 45 | 31.1 | 60.0 | 8.9 |
| B | 5 | 40.0 | 60.0 | 0.0 |
| C | 6 | 50.0 | 50.0 | 0.0 |
| D | 17 | 58.8 | 23.5 | 17.6 |
| E | 17 | 29.4 | 52.9 | 17.6 |
| F | 12 | 83.3 | 8.3 | 8.3 |
| G | 29 | 37.9 | 31.0 | 31.0 |
| H | 8 | 50.0 | 37.5 | 12.5 |
| I | 9 | 44.4 | 55.6 | 0.0 |
| J | 23 | 69.6 | 26.1 | 4.3 |
| K | 24 | 70.8 | 12.5 | 16.7 |
| L | 5 | 60.0 | 40.0 | 0.0 |
| M | 12 | 75.0 | 16.7 | 8.3 |
| N | 6 | 83.3 | 0.0 | 16.7 |
| O | 36 | 25.0 | 75.0 | 0.0 |
| P | 4 | 75.0 | 25.0 | 0.0 |
| Q | 41 | 61.0 | 36.6 | 2.4 |
| R | 16 | 50.0 | 50.0 | 0.0 |
| S | 5 | 40.0 | 60.0 | 0.0 |
| T | 47 | 14.9 | 78.7 | 6.4 |
| U | 20 | 70.0 | 15.0 | 15.0 |
| $\bar{x}$ | 18 | 53.3 | 38.8 | 7.7 |
| S | | 19.7 | 22.2 | 8.7 |

decisions than they did Monitoring decisions. Also, within dimensions there were considerable differences between school boards. In this regard, emphasis on Corrective decisions varied from zero to 31.0 percent, emphasis on Monitoring decisions varied from zero to 78.7 percent and emphasis on Setting Standard decisions varied from 14.9 percent to 83.3 percent between boards.

Curriculum and Instruction Decisions

The relative emphasis placed upon control dimensions in Curriculum and Instruction decisions is illustrated in Figure XVI.

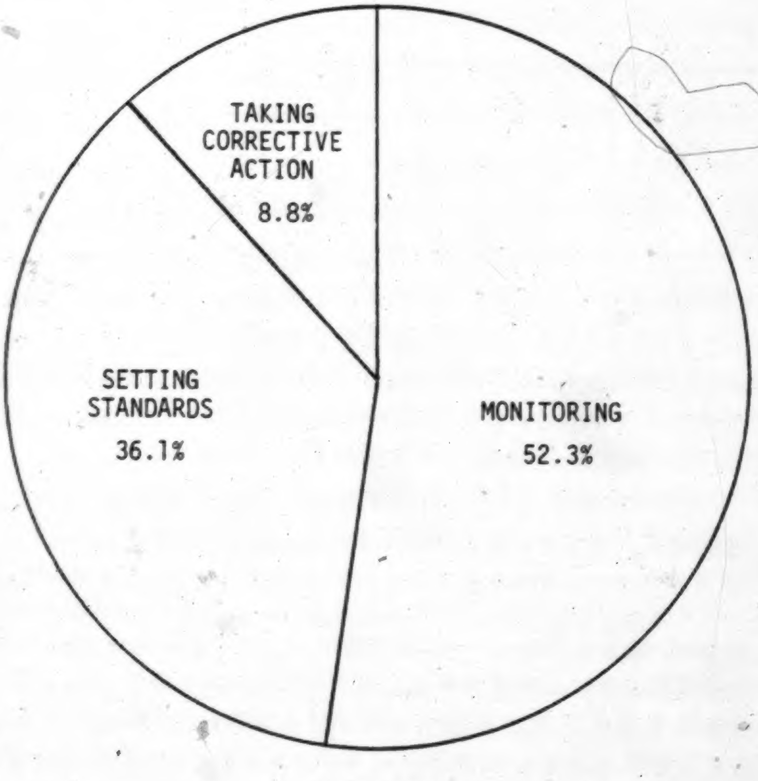


FIGURE XVI

RELATIVE EMPHASIS ON THREE CONTROL DIMENSIONS: CURRICULUM AND INSTRUCTION DECISIONS

The degree to which control dimensions were emphasized in this operational area was similar to the relative emphasis represented for the total decisions, though Corrective Action accounted for a smaller (8.8 percent) share of the total and Setting Standards was given slightly greater emphasis.

In terms of examples of categorizations which were made pertaining to this operational area, specific Setting Standard decisions were: the setting down of conditions by a board for the development and implementation of a World Religions course at a particular school; and the approval of an Outdoor Education Program and of the specific amounts to be allotted to it. Setting Standards accounted for 36.1 percent of Curriculum and Instruction decisions.

Under Monitoring decisions in this operational area, one board decided "to seek further information on the Family Life Program from the Chief of the Department of Psychiatry at a B.C. Hospital," another Monitoring decision was the review and approval by a board of a "Forestry II" class at a secondary school in the district. Monitoring activities represented 52.3 percent of Curriculum and Instruction decisions.

Examples of Corrective decisions were: the decision to discontinue a program at a school because of low enrollment; and the decision to suspend a district drama program and re-examine it at a later date.

The breakdown of decisions in the Curriculum and Instruction area for each board is presented in Table 13. The number of decisions made by boards in this area were few in comparison to those made in

## TABLE 13

## CURRICULUM AND INSTRUCTION: RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS FOR 21 SCHOOL BOARDS

| | | Percent of Curriculum Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Setting Standards | Monitoring | Taking Corrective Action |
| A | 18 | 38.9 | 50.0 | 11.1 |
| B | 3 | 33.3 | 66.7 | 0.0 |
| C | 4 | 50.0 | 50.0 | 0.0 |
| D | 2 | 50.0 | 50.0 | 0.0 |
| E | 19 | 21.4 | 73.7 | 5.3 |
| F | 2 | 50.0 | 50.0 | 0.0 |
| G | 4 | 50.0 | 25.0 | 25.0 |
| H | 9 | 22.2 | 66.7 | 11.1 |
| I | 9 | 11.1 | 77.8 | 11.1 |
| J | 13 | 46.2 | 53.8 | 0.0 |
| K | 7 | 14.3 | 57.1 | 28.6 |
| L | 2 | 50.0 | 50.0 | 0.0 |
| M | 5 | 100.0 | 0.0 | 0.0 |
| N | 0 | 0.0 | 0.0 | 0.0 |
| O | 10 | 40.0 | 50.0 | 10.0 |
| P | 6 | 66.7 | 16.7 | 16.7 |
| Q | 16 | 25.0 | 68.8 | 6.3 |
| R | 13 | 23.1 | 76.9 | 0.0 |
| S | 11 | 18.2 | 81.8 | 0.0 |
| T | 33 | 18.2 | 78.8 | 3.0 |
| U | 20 | 30.0 | 55.0 | 15.0 |
| $\bar{x}$ | 10 | 36.1 | 52.3 | 8.8 |
| S | | 22.2 | 24.0 | 11.3 |

other operational areas. In fact, one board made no decisions in this area. The indication of greater emphasis on Monitoring for the total group of boards was not the case when boards were examined separately, for 7 of the boards gave greater prominence to Setting Standards in their decision-making in this operational area. With regard to Corrective Action decisions, 10 of the boards in the study sample made no decisions in this area. For all three dimensions, the variation between boards was high in comparison to that for other operational areas.

## School Finance and Business Management Decisions

The decision emphasis placed by school boards on the three control dimensions was fairly evenly distributed for the Finance and Business Management operational area. This distribution is illustrated in Figure XVII.

Monitoring, Setting Standards and Corrective decisions accounted for 37.6 percent, 36.3 percent and 26.2 percent of Finance and Business Management decisions respectively. The evenness of the distribution was more marked than was the case with any of the other operational areas. Examples of Monitoring decisions categorized for this area were: the receipt of the auditor's report for the year; and the decision to investigate teacherage rental rates in a jurisdiction. Decisions pertaining to Setting Standards included a decision to accept tenders for construction of a building extension for a school, a decision of a board to go on record as being in favor of Federal Government wage guidelines, and a decision to appoint auditors for the year.

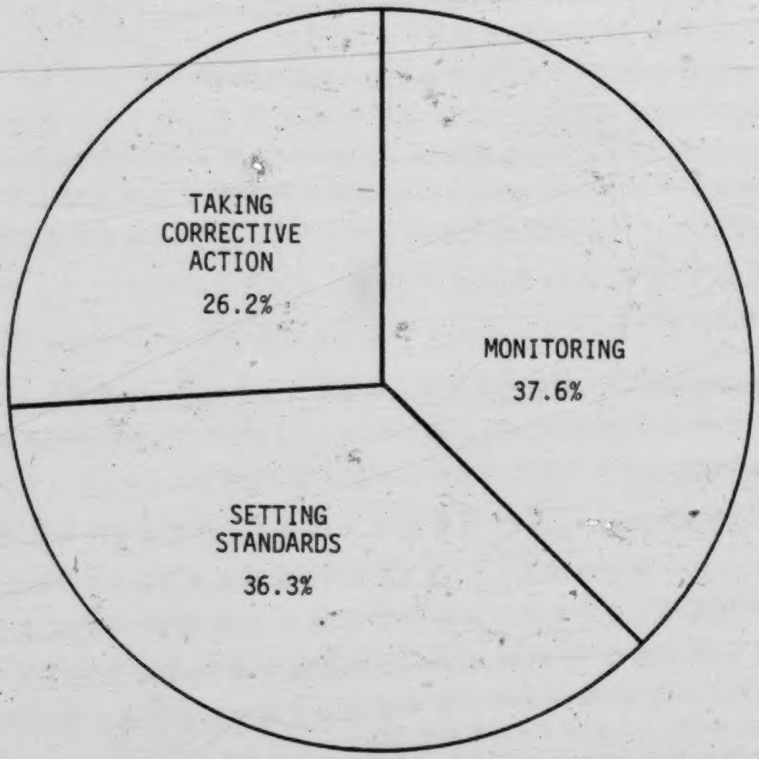


FIGURE XVII

RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS:
FINANCE AND BUSINESS MANAGEMENT DECISIONS

Corrective decisions in this area were represented by such decisions as the passing of a bylaw to provide an additional $889,000 for the educational program of a district for the year, the making of an amendment to a motion adopting the annual budget of a board, and the decision to extend a borrowing period beyond the originally specified time "because of circumstances beyond control."

Table 14 illustrates the emphasis placed on the three control dimensions in Finance and Business Management for each of the 21 boards in the study sample.

This overall even distribution of control dimensions in School Finance and Business Management decisions was largely the case for the individual school boards also, as Table 14 indicates.

Most boards gave greater emphasis in their decisions to Corrective Action in the area of finance than they did with any other operational area. The order in which boards emphasized the three control dimensions also varied considerably between boards. Though the differences in most instances were not great, 9 boards gave prominence to Monitoring decisions, 10 gave prominence to Setting Standard decisions and 2 gave prominence to Corrective decisions.

## School Plant Decisions

The relative degree to which control dimensions were emphasized in decisions relating to School Plant is presented for the total group of school boards in Figure XVIII.

## TABLE 14

## FINANCE AND BUSINESS MANAGEMENT: RELATIVE DECISION EMPHASIS ON CONTROL DIMENSIONS FOR 21 SCHOOL BOARDS

| | | Percent of Finance Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Setting Standards | Monitoring | Taking Corrective Action |
| A | 79 | 30.4 | 39.2 | 30.4 |
| B | 41 | 43.9 | 24.4 | 31.7 |
| C | 30 | 13.3 | 46.7 | 40.0 |
| D | 80 | 26.3 | 37.6 | 36.3 |
| E | 53 | 34.0 | 5.7 | 60.4 |
| F | 45 | 42.2 | 44.4 | 13.3 |
| G | 74 | 36.5 | 31.1 | 32.4 |
| H | 69 | 37.7 | 31.9 | 30.4 |
| I | 72 | 33.3 | 58.3 | 8.3 |
| J | 89 | 43.8 | 33.7 | 22.5 |
| K | 164 | 54.3 | 31.1 | 14.6 |
| L | 50 | 50.0 | 30.0 | 20.0 |
| M | 62 | 41.9 | 37.1 | 21.0 |
| N | 73 | 38.4 | 21.9 | 39.7 |
| O | 115 | 26.1 | 50.4 | 23.5 |
| P | 57 | 42.1 | 47.4 | 10.5 |
| Q | 213 | 42.7 | 22.1 | 35.2 |
| R | 83 | 41.0 | 33.7 | 25.3 |
| S | 106 | 37.7 | 44.3 | 17.9 |
| T | 121 | 8.3 | 81.8 | 9.9 |
| U | 85 | 37.6 | 36.5 | 25.9 |
| $\bar{x}$ | 84 | 36.3 | 37.6 | 26.2 |
| S. | | 10.8 | 15.6 | 12.5 |

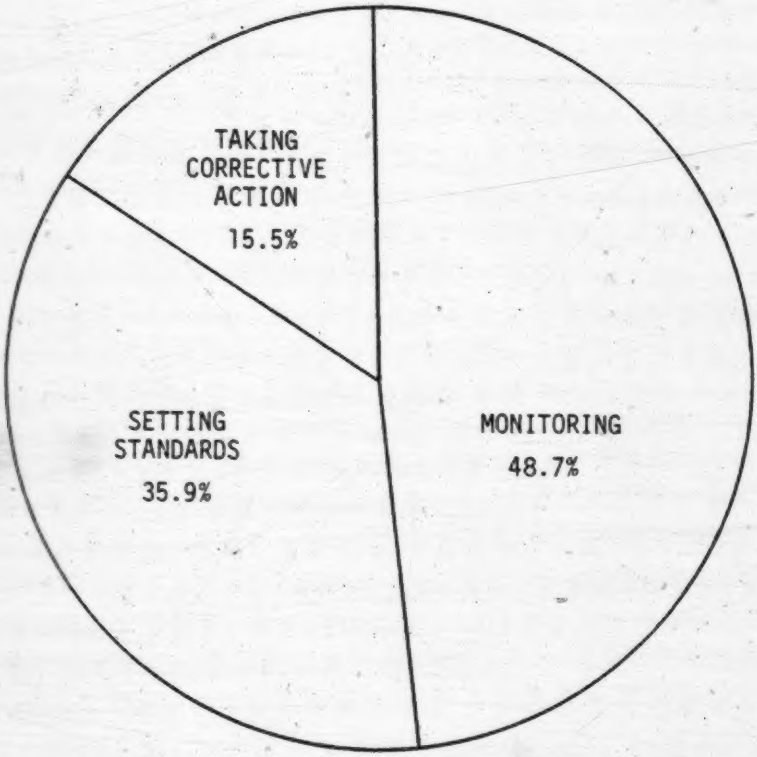


FIGURE XVIII

RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS:
SCHOOL PLANT DECISIONS

Monitoring activities accounted for 48.7 percent of decisions in the School Plant operational area and pertained to such decisions as the decision to permit the installation of a recess bell at an elementary school, and the decision to investigate the need for additional janitorial service at a school.

Under Setting Standards were decisions such as those pertaining to the determination of a site for a new school, and the specification of terms by a school board under which a group may use school facilities. Setting Standards decisions were responsible for

35.9 percent of School Plant decisions.

As examples of Corrective decisions taken in the area of School Plant, one board decided to close a school building to all students, declare it unfit for use and take steps to have it demolished; another board made a decision to provide an alternate water supply for its schools; and another decided that the principal of a particular school report all bomb threats to the police for advice. Corrective decisions accounted for 15.5 percent of decisions in the area of School Plant.

Data relating to the relative emphasis placed on control dimensions for School Plant decisions is presented in Table 15 for each board. Again, the order in which dimensions were emphasized for the total group of boards was not the case for each individual board. In this instance, eight boards gave prominence to Setting Standards to the same extent as, or to a greater extent, than they did to Monitoring activities. Also, several boards placed greater emphasis on Corrective decisions, in relation to the other two dimensions, than is indicated by the totals.

## School Board Business Decisions

Relative emphasis on control dimensions in regard to decisions made in the area of School Board Business are illustrated in Figure XIX.

In categorizing decisions according to control dimensions for this operational area, Setting Standards took such forms as: deciding that "regular meetings during the months of July and August shall be held at the call of the chair"; appointing the Secretary Treasurer as Returning Officer for trustee elections; and deciding that "the Board

TABLE 15

SCHOOL PLANT: RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS FOR 21 SCHOOL BOARDS

| School Board | Decisions Made | Percent of School Plant Decisions | | |
|---|---|---|---|---|
| | | Setting Standards | Monitoring | Taking Corrective Action |
| A | 25 | 16.0 | 44.0 | 40.0 |
| B | 8 | 50.0 | 25.0 | 25.0 |
| C | 17 | 11.8 | 82.4 | 5.9 |
| D | 15 | 20.0 | 53.3 | 26.7 |
| E | 16 | 50.0 | 25.0 | 25.0 |
| F | 18 | 27.8 | 61.1 | 11.1 |
| G | 31 | 25.8 | 41.9 | 32.3 |
| H | 20 | 45.0 | 45.0 | 10.0 |
| I | 13 | 23.1 | 53.8 | 23.1 |
| J | 76 | 44.7 | 47.4 | 7.9 |
| K | 101 | 45.5 | 34.7 | 19.8 |
| L | 19 | 57.9 | 31.6 | 10.5 |
| M | 32 | 59.4 | 37.5 | 3.1 |
| N | 17 | 47.1 | 41.2 | 11.8 |
| O | 22 | 31.8 | 59.1 | 9.1 |
| P | 10 | 40.0 | 60.0 | 0.0 |
| Q | 80 | 41.3 | 46.3 | 12.5 |
| R | 15 | 26.7 | 46.7 | 26.7 |
| S | 18 | 33.3 | 66.7 | 0.0 |
| T | 62 | 19.4 | 72.6 | 8.1 |
| U | 30 | 36.7 | 46.7 | 16.7 |
| $\bar{x}$ | 31 | 35.9 | 48.7 | 15.5 |
| S | | 13.8 | 14.8 | 10.9 |

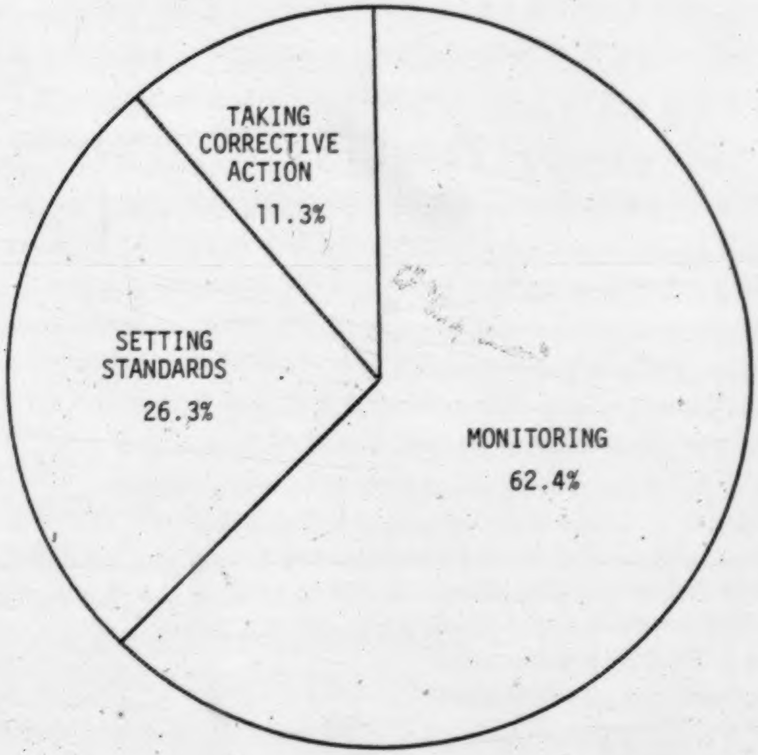


FIGURE XIX

RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS: SCHOOL BOARD BUSINESS DECISIONS shall hold its annual wine and cheese party on October 3rd, 1975." Setting Standards accounted for 26.3 percent of decisions made in this area.

Monitoring decisions were very frequently of a procedural nature, concerned with the approval of minutes and agendas, etc. Apart from these procedural decisions, Monitoring activities in this area also related to such decisions as the discussion of various board-related correspondence from the Provincial Trustees Association. In all, Monitoring decisions were responsible for 62.4 percent of the decisions made in the area of School Board Business.

Finally, Corrective decisions, which made up 11.3 percent of School Board Business decisions, pertained to such activities as the investigation of possibilities of finding a candidate for the position of a trustee to represent one of the zones in a district due to a resignation.

The general distribution of decisions according to control dimensions for the School Board Business operational area did not deviate to any great extent from the distribution for the total decisions. When examined in terms of individual boards, however, this was not always the case, as data contained in Table 16 illustrate. Several boards emphasized Setting Standards in their decisions to a greater extent than they emphasized Monitoring activities. Again there appeared to be some considerable variation in emphasis between boards, particularly with regard to the Setting Standards and Corrective Action dimensions.

TABLE 16

SCHOOL BOARD BUSINESS: RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS FOR 21 SCHOOL BOARDS

| | | Percent of Board Business Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Setting Standards | Monitoring | Taking Corrective Action |
| A | 137 | 38.7 | 30.7 | 30.7 |
| B | 35 | 2.9 | 85.7 | 11.4 |
| C | 14 | 14.3 | 78.6 | 7.1 |
| D | 49 | 46.9 | 49.0 | 4.1 |
| E | 116 | 2.6 | 94.8 | 2.6 |
| F | 21 | 14.3 | 76.2 | 9.5 |
| G | 20 | 35.0 | 60.0 | 5.0 |
| H | 44 | 25.0 | 54.5 | 20.5 |
| I | 51 | 9.8 | 88.2 | 1.9 |
| J | 65 | 58.5 | 32.3 | 9.2 |
| K | 61 | 26.2 | 42.6 | 31.1 |
| L | 23 | 8.7 | 78.3 | 13.0 |
| M | 16 | 12.5 | 81.3 | 6.3 |
| N | 49 | 12.2 | 79.6 | 8.2 |
| O | 45 | 44.4 | 37.8 | 17.8 |
| P | 29 | 17.2 | 75.9 | 6.9 |
| Q | 80 | 56.3 | 36.3 | 7.5 |
| R | 65 | 47.7 | 49.2 | 3.1 |
| S | 50 | 46.0 | 54.0 | 0.0 |
| T | 85 | 22.4 | 51.8 | 25.9 |
| U | 49 | 10.2 | 73.5 | 16.3 |
| $\bar{x}$ | 53 | 26.3 | 62.4 | 11.3 |
| S | | 18.0 | 20.1 | 9.2 |

## SUMMARY

Monitoring decisions accounted for 56.6 percent of the 6,623 decisions which were analyzed, while Setting Standards and Taking Corrective Action accounted for 29.7 percent and 13.7 percent respectively. For the total decisions, all 21 boards were in agreement in the order in which these dimensions were emphasized and were also consistent with each other in terms of the degree of emphasis which was placed upon each dimension.

When this relative emphasis upon control dimensions was investigated for each operational area, however, several variations from the above pattern were observed. In several operational areas, individual boards varied in the order in which they emphasized control dimensions and in the degree to which they emphasized them. In fact, the overall emphasis on control dimensions for the area of School-Community Relations was greater in respect to Setting Standards than it was for Monitoring decisions.

The greatest emphasis on Monitoring activities was noted in the areas of Staff Personnel and School Board Business. The more even distribution of emphasis on control dimensions in the area of Finance and Business Management was also noteworthy.

## Chapter VII

# ANALYSIS OF CONTENT DATA: SCHOOL BOARD DECISION EMPHASIS ON DECISION LEVELS

Content is described in this chapter as it relates to the relative extent to which different decision levels are represented in school board decisions. Specifically, it is addressed to the following problem:

> For all decisions and for each operational area, to what extent were school board decisions:
>
> (a) Policy-Oriented?
>
> (b) Routine-Administrative?
>
> (c) Residual?

## TOTAL DECISIONS

Each decision was placed into one of three categories according to decision level. The degree to which each category was represented in the total decisions is represented in Figure XX.

From this graph, the strong emphasis on Routine Administrative decisions in the overall picture is evident. Routine Administrative decisions accounted for 81.5 percent of the total decisions, while Policy-Oriented decisions and Residual decisions accounted for 14.9 percent and 3.6 percent respectively. Specific examples pertaining to each decision level are discussed below in the context of each operational area.

The breakdown of the decision level categorization for individual boards in the study sample is provided in Table 17.

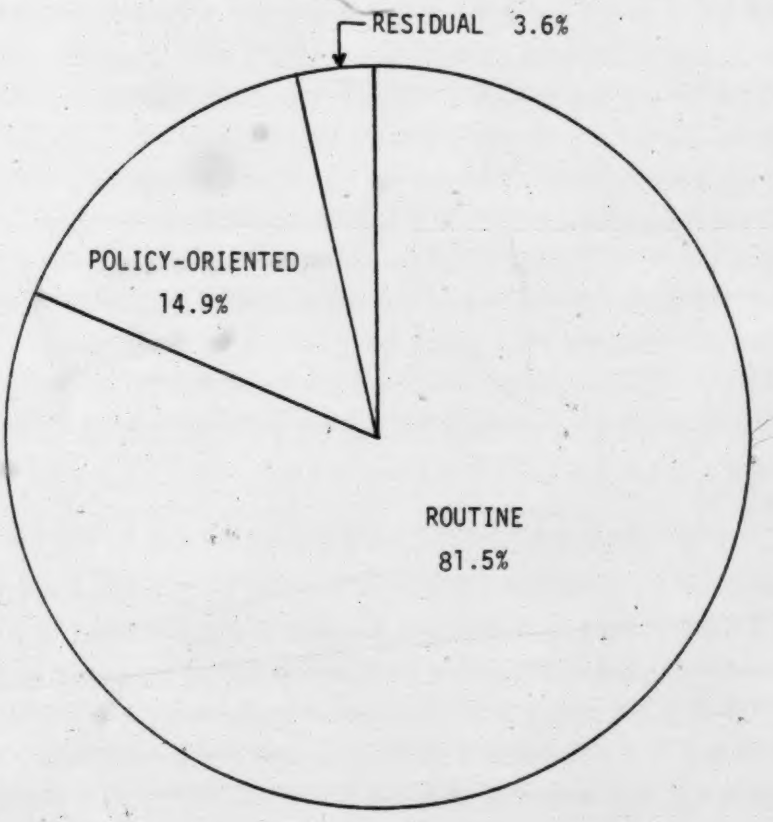


FIGURE XX

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

## TABLE 17

## RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS: SUMMARY FOR 21 SCHOOL BOARDS

| | | Percent of Total Decisions | | |
|---|---|---|---|---|
| School Boards | Decisions Made | Policy-Oriented | Routine Administrative | Residual |
| A | 595 | 10.4 | 81.2 | 8.4 |
| B | 128 | 18.0 | 79.7 | 2.3 |
| C | 98 | 20.4 | 74.5 | 5.1 |
| D | 271 | 10.7 | 86.0 | 3.3 |
| E | 293 | 22.5 | 76.1 | 1.4 |
| F | 166 | 12.7 | 84.3 | 3.0 |
| G | 214 | 23.8 | 72.0 | 4.2 |
| H | 238 | 19.7 | 76.1 | 4.2 |
| I | 217 | 16.1 | 82.9 | 0.9 |
| J | 498 | 8.4 | 84.3 | 7.2 |
| K | 619 | 9.9 | 80.8 | 9.4 |
| L | 145 | 18.6 | 77.9 | 3.4 |
| M | 197 | 12.7 | 83.8 | 3.6 |
| N | 244 | 12.7 | 86.5 | 0.8 |
| O | 398 | 16.1 | 77.1 | 6.8 |
| P | 161 | 18.0 | 80.1 | 1.9 |
| Q | 597 | 22.1 | 76.4 | 1.5 |
| R | 287 | 16.7 | 82.6 | 0.7 |
| S | 283 | 11.0 | 88.3 | 0.7 |
| T | 557 | 5.9 | 90.3 | 3.8 |
| U | 417 | 7.0 | 89.7 | 3.3 |
| $\bar{x}$ | 315 | 14.9 | 81.5 | 3.6 |
| S | 168 | 5.3 | 5.1 | 2.5 |

Boards were very consistent in the degree to which they emphasized each decision level, and all 21 boards were in agreement in terms of the order in which the three decision levels were given prominence in their decisions.

## DECISION LEVELS AND OPERATIONAL AREAS

### Staff Personnel Decisions

When decisions relating to Staff Personnel were examined, it was found that the emphasis placed upon Routine Administrative decisions was even more marked than was the case when the total decisions were analyzed. The degree of emphasis placed upon each level for the area of Staff Personnel is represented in Figure XXI.

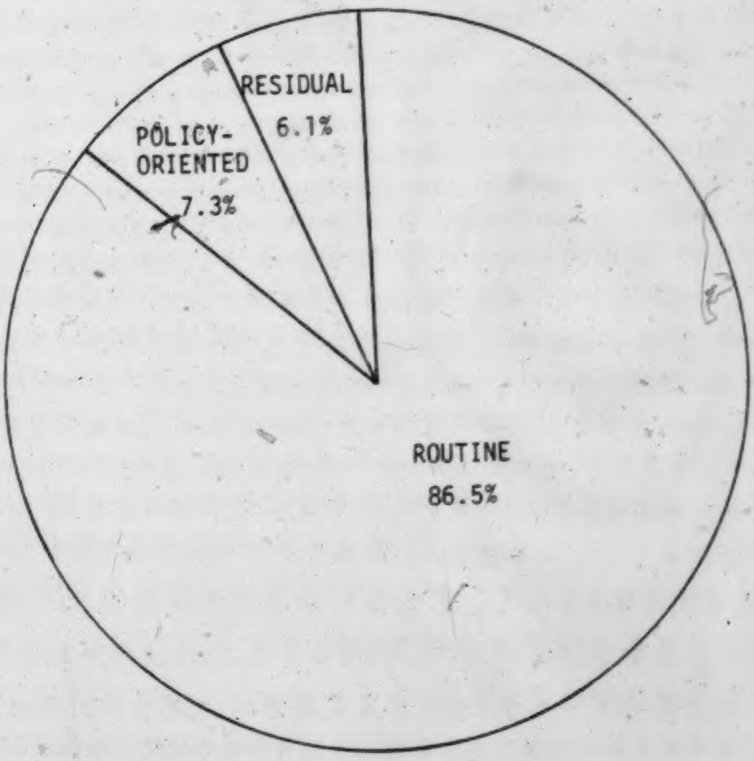


FIGURE XXI

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS:
STAFF PERSONNEL DECISIONS

Routine Administrative decisions accounted for 86.5 percent of the total decisions in this operational area. These were characterized by such decisions as: the decision to hold a reception for new teachers in a district; the decision to increase teaching staff in a district; and the decision to terminate the employment of a teacher unable to satisfy the certification requirements of the Department of Education.

Decisions of a Policy-Oriented nature were characterized by such actions as the adoption of maternity leave regulations as board policy; the establishment of a "non-instructional day" plan for the district (in order to cater for professional development). One board decided that the following be adopted as board policy: "In all cases, the Board shall hire the most suitable applicant for the position." Policy-Oriented decisions were responsible for 7.3 percent of Staff Personnel decisions.

Under the Residual category, some examples were: the decision to pay the $10 entry fee for the participation of a district bus driver in a school bus drivers' rodeo; the authorization of a clerical assistant to defer holidays one week; and the response to an applicant for the position of Adult School Crossing Guard. Such decisions as these accounted for 6.1 percent of the total decisions in the Staff Personnel operational area. It is noteworthy that the emphasis on Residual decisions in this area was greater than it was for the total decisions reported earlier, while Policy decisions represented less than half the percentage of decisions they represented for the total decisions. In fact, with the exception of School Board Business, less emphasis was placed on Policy decisions in the area of Staff Personnel than was the case with other operational areas.

Information pertaining to the emphasis placed by each board on decision levels for the area of Staff Personnel is reported in Table 18.

Boards were notably consistent in the degree to which they gave prominence to Routine Administrative actions. There was more variation within the Policy-Oriented and Residual categories and in both these instances emphasis varied from zero to 17.8 percent. In addition, 9 of the 21 boards placed greater emphasis on Residual decisions than they did on Policy decisions for this area.

## Pupil Personnel Decisions

The relative degree to which decision levels were represented in decisions pertaining to Pupil Personnel is illustrated in Figure XXII.

Emphasis in this area did not deviate very much from the distribution of decisions for decision levels for the total decisions made. Routine Administrative decisions accounted for 82.1 percent of Pupil Personnel decisions. Sample categorizations in this area were: the decision by a board to make inquiries as to the progress of two students of the district in their correspondence studies; the decision to investigate alternate ways of transporting a group of students due to a particular driver not wishing to continue; and the decision to close a school to registrants for the year.

Specific examples of decisions categorized as Policy-Oriented actions were: the establishment of a policy on "walk limits" for the district (i.e. distance limits from which pupils will be bussed); the

### TABLE 18

### STAFF PERSONNEL: RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS FOR 21 SCHOOL BOARDS

| School Board | Decisions Made | Percent of Staff Personnel Decisions | | |
|---|---|---|---|---|
| | | Policy-Oriented | Routine Administrative | Residual |
| A | 219 | 4.6 | 77.6 | 17.8 |
| B | 25 | 8.0 | 84.0 | 8.0 |
| C | 11 | 9.1 | 81.8 | 9.1 |
| D | 80 | 0.0 | 88.8 | 11.3 |
| E | 44 | 9.1 | 88.6 | 2.3 |
| F | 49 | 14.3 | 83.7 | 2.0 |
| G | 36 | 13.9 | 77.8 | 8.3 |
| H | 45 | 6.7 | 82.2 | 11.1 |
| I | 38 | 5.3 | 94.7 | 0.0 |
| J | 157 | 7.0 | 83.4 | 9.6 |
| K | 217 | 3.7 | 89.4 | 6.9 |
| L | 36 | 5.6 | 94.4 | 0.0 |
| M | 58 | 6.9 | 87.9 | 5.2 |
| N | 84 | 1.2 | 98.8 | 0.0 |
| O | 123 | 14.6 | 74.0 | 11.4 |
| P | 45 | 17.8 | 75.6 | 6.7 |
| Q | 114 | 7.9 | 91.2 | 0.9 |
| R | 70 | 8.6 | 88.6 | 2.8 |
| S | 60 | 6.7 | 91.7 | 1.7 |
| T | 149 | 2.0 | 89.3 | 8.7 |
| U | 165 | 1.2 | 93.9 | 4.8 |
| $\bar{x}$ | 87 | 7.3 | 86.5 | 6.1 |
| S | | 4.7 | 6.8 | 4.8 |

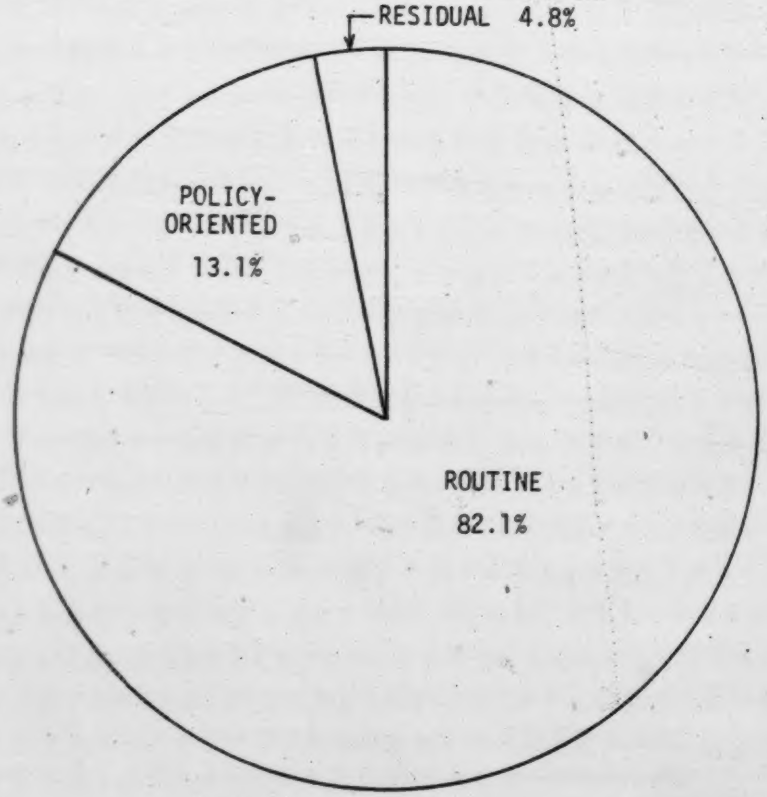


FIGURE XXII

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS:
PUPIL PERSONNEL DECISIONS

establishment of a policy that "no children under the regular school entry age (5 years old as of December 31st for Kindergarten, and 6 years old as of December 31st for Grade I) be admitted to district schools." The following minute provides a more detailed example of a Policy-Oriented issue in this area:

> That the Board adopt the following procedure with regard to suspension and dismissal of pupils:
> 1. Principal dismisses pupil (Regulations Section 37 Subsection 32).
> 2. Principal writes letter to parents advising them of dismissal; a copy of this letter is sent to the Board of School Trustees and to the District Superintendent (the matter is now in the hands of the Superintendent and Board).
> 3. The Superintendent attempts to interview the parents and the pupil. An Education Committee member will be requested to attend the interview.
> 4. The Superintendent prepares a recommendation for the Board (in camera).
> 5. The parents are notified of the date, time and place of the Board meeting where the recommendation will be considered (Public Schools Act, Section 126 Subsection C).
> 6. The Board reviews the case (hears the recommendation of the Superintendent) and hears representation from the parents of the pupil involved).
> 7. The Board makes a decision regarding suspension or expulsion. This decision may be made at a time after the parents have left the Board meeting.
> 8. Parents are advised of the action of the Board in the matter.

Policy-Oriented decisions accounted for 13.1 percent of Pupil Personnel decisions.

Residual decisions entailed such actions as the sending of a letter of commendation to a student; the congratulation of a group of students "on their deportment at graduation exercises"; and the approval of two students to take time off from school. Of the total number of decisions in the Pupil Personnel area, 4.8 percent were of a Residual nature.

The breakdown of decisions according to decision level for each individual board in the area of Pupil Personnel is provided in Table 19. Again all boards gave similar prominence to Routine Administrative decisions, although they were more varied in the percentage of decisions devoted to this level than was the case with Staff Personnel decisions. Likewise, there was greater variation in the Policy-Oriented and Residual categories. This was particularly marked in the case of Policy-Oriented decisions. These varied considerably in emphasis from zero to almost 50 percent.

In this area, 6 boards devoted similar or more attention to Residual decisions than they did to Policy-Oriented decisions.

### School-Community Relations Decisions

Minutes pertaining to the area of School-Community Relations for the total number of boards represented greater emphasis on Policy-Oriented decisions than did those pertaining to the two areas previously discussed. Routine Administrative decisions, while given greater prominence, were not represented at such a high level. Emphasis on the three decision levels for School-Community Relations is illustrated in Figure XXIII.

Of the decisions made in the area of School-Community Relations, decisions of a Policy-Oriented nature accounted for 17.0 percent of the decisions made in this area, and pertained to such activities as the passing of a "Community College Participation Bylaw." One board made a decision concerning the preparation of press releases as follows:

> That the Board approve a vigorous program of community

## TABLE 19

## PUPIL PERSONNEL: RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS FOR 21 SCHOOL BOARDS

| School Board | Decisions Made | Percent of Pupil Personnel Decisions | | |
|---|---|---|---|---|
| | | Policy-Oriented | Routine Administrative | Residual |
| A | 71 | 15.5 | 80.3 | 4.2 |
| B | 10 | 30.0 | 70.0 | 0.0 |
| C | 16 | 12.5 | 75.0 | 12.5 |
| D | 28 | 14.3 | 85.7 | 0.0 |
| E | 28 | 42.9 | 57.1 | 0.0 |
| F | 18 | 5.6 | 83.3 | 11.1 |
| G | 20 | 15.0 | 75.0 | 10.0 |
| H | 43 | 18.6 | 79.1 | 2.3 |
| I | 25 | 8.0 | 92.0 | 0.0 |
| J | 74 | 4.1 | 90.5 | 5.4 |
| K | 45 | 4.4 | 88.9 | 6.7 |
| L | 10 | 0.0 | 80.0 | 20.0 |
| M | 12 | 0.0 | 100.0 | 0.0 |
| N | 14 | 0.0 | 100.0 | 0.0 |
| O | 46 | 21.7 | 63.0 | 15.2 |
| P | 10 | 20.0 | 80.0 | 0.0 |
| Q | 47 | 25.5 | 72.3 | 2.1 |
| R | 24 | 16.7 | 83.3 | 0.0 |
| S | 33 | 6.1 | 93.9 | 0.0 |
| T | 55 | 9.1 | 81.8 | 9.1 |
| U | 46 | 4.3 | 93.5 | 2.2 |
| $\overline{X}$ | 32 | 13.1 | 82.1 | 4.8 |
| S | | 11.0 | 11.2 | 6.0 |

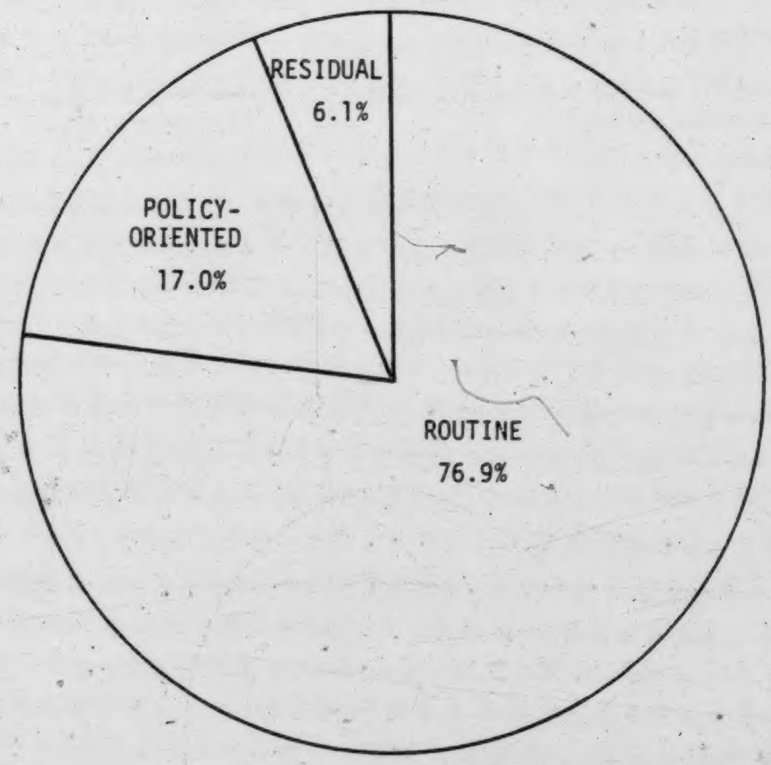


FIGURE XXIII

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS:
SCHOOL-COMMUNITY RELATIONS

> information by assigning to the Supervisor of Instruction the responsibility for preparation of press releases, and that all press releases be approved by the District Superintendent and the Secretary Treasurer before being issued to the media.

Residual actions relating to School-Community Relations involved such decisions as the decision to send a letter of thanks to a community member for services rendered. One board in this respect sent a letter of thanks to an individual for serving on a community Adult Education and Recreation Committee. Residual decisions were made more frequently in this area than was the case with most operational areas. In this instance, they represented 6.1 percent of the total.

Routine decisions were represented by such decisions as the following: the decision to give permission to the local district to use schools as polling stations; declining to give permission to the Elks to raise funds in schools; specifying a time to meet with a group of parents of primary school children. Routine decisions were responsible for 76.9 percent of the decisions made in this area.

Data pertaining to decision levels for each board in the area of School-Community Relations are contained in Table 20.

While Routine Administrative decisions were again given greatest prominence by each board, there was greater variation in degree of emphasis on this decision level between boards than was the case with the previous two operational areas. Again there was considerable variation between boards in the degree of emphasis placed upon Policy-Oriented decisions and Residual decisions. In this area, 6 boards made more decisions of a Residual nature than they did decisions of a

## TABLE 20

## SCHOOL-COMMUNITY RELATIONS: RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS FOR 21 SCHOOL BOARDS

| School Board | Decisions Made | Percent of Community Relations Decisions | | |
|---|---|---|---|---|
| | | Policy-Oriented | Routine Administrative | Residual |
| A | 45 | 8.9 | 88.9 | 2.2 |
| B | 5 | 0.0 | 100.0 | 0.0 |
| C | 6 | 0.0 | 83.3 | 16.7 |
| D | 17 | 11.8 | 88.2 | 0.0 |
| E | 17 | 17.6 | 82.4 | 0.0 |
| F | 12 | 0.0 | 91.7 | 8.3 |
| G | 29 | 34.5 | 55.2 | 10.3 |
| H | 8 | 25.0 | 62.5 | 12.5 |
| I | 9 | 44.4 | 44.4 | 11.1 |
| J | 23 | 8.7 | 78.3 | 13.0 |
| K | 24 | 4.2 | 70.8 | 25.0 |
| L | 5 | 40.0 | 60.0 | 0.0 |
| M | 12 | 0.0 | 91.7 | 8.3 |
| N | 6 | 33.3 | 66.7 | 0.0 |
| O | 36 | 8.3 | 88.9 | 2.8 |
| P | 4 | 25.0 | 75.0 | 0.0 |
| Q | 41 | 17.1 | 82.9 | 0.0 |
| R | 16 | 43.8 | 56.3 | 0.0 |
| S | 5 | 20.0 | 80.0 | 0.0 |
| T | 47 | 4.3 | 93.6 | 2.1 |
| U | 20 | 10.0 | 75.0 | 15.0 |
| $\bar{x}$ | 18 | 17.0 | 76.9 | 6.1 |
| S | | 15.0 | 14.8 | 7.3 |

Policy-Oriented nature.

Curriculum and Instruction Decisions

Figure XXIV contains data concerning the degree of emphasis placed upon decision levels in the area of Curriculum and Instruction for the total number of decisions.

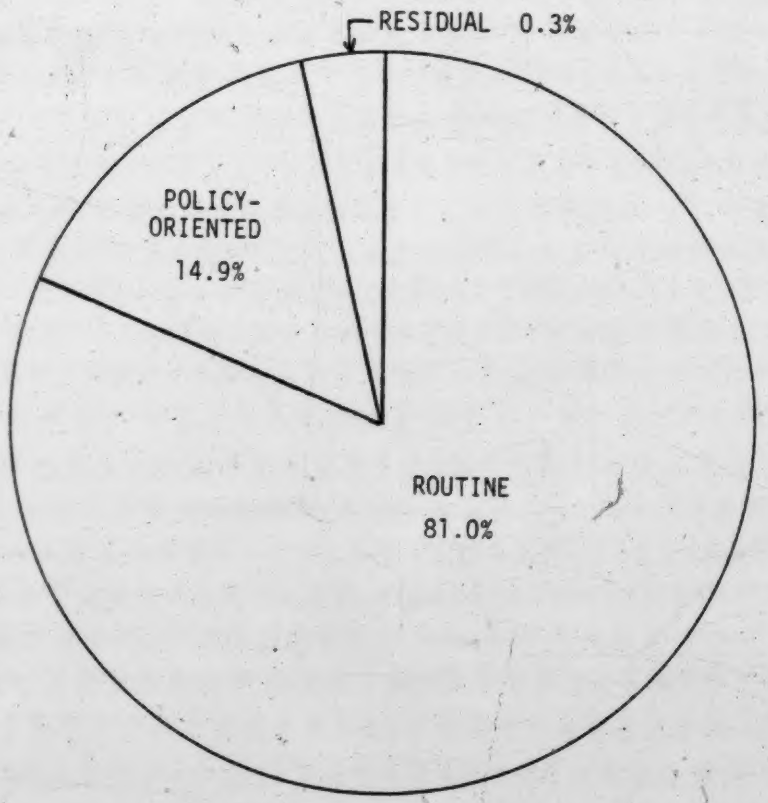


FIGURE XXIV

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS: CURRICULUM AND INSTRUCTION

As these data illustrate, strong emphasis was placed by boards on Routine Administrative decisions. These accounted for 81.0 percent of decisions made, while Policy-Oriented decisions represented 14.9

percent and Residual decisions only 0.3 percent of decisions made in this area.

Routine Administrative decisions were concerned with such decisions as: the decision to "notify the Department of Education that the school district is offering the Mining Course II"; and the decision that a Physical Fitness 12 course be offered at a secondary school for the school year providing facilities are adequate and enrollment justifies the offering.

The following was categorized as a Policy-Oriented decision in this area:

> Whereas the Board of school trustees is concerned with the present high standard of secondary education, grades 8-12 in the District, "Therefore Be It Resolved That, for so long as the Grande Operating Company remains in production, even at its present reduced level, the Board will make every endeavour to offer a full Junior-Senior Secondary Curriculum."

Policy decisions concerned 14.9 percent of Curriculum and Instruction decisions.

Emphasis on Residual decisions in this operational area was the lowest for any of the seven major areas studied. Decisions such as the decision to receive and file a letter of thanks for an honorarium received by a string quartet for playing in the district were represented in this category.

The breakdown of this decision emphasis for individual boards is contained in Table 21. Though one board made no decisions at all in this area, and though the overall emphasis on the operational area itself was low, there was a consistently high degree of emphasis on Routine decisions among boards. Eight boards made no decisions at

### TABLE 21

### CURRICULUM AND INSTRUCTION: RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS FOR 21 SCHOOL BOARDS

| | | Percent of Curriculum and Instruction Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Policy-Oriented | Routine Administrative | Residual |
| A | 18 | 22.2 | 72.2 | 5.6 |
| B | 3 | 0.0 | 100.0 | 0.0 |
| C | 4 | 25.0 | 75.0 | 0.0 |
| D | 2 | 0.0 | 100.0 | 0.0 |
| E | 19 | 10.5 | 89.5 | 0.0 |
| F | 2 | 0.0 | 100.0 | 0.0 |
| G | 4 | 25.0 | 75.0 | 0.0 |
| H | 9 | 22.2 | 77.8 | 0.0 |
| I | 9 | 33.3 | 66.7 | 0.0 |
| J | 13 | 0.0 | 100.0 | 0.0 |
| K | 7 | 14.3 | 85.7 | 0.0 |
| L | 2 | 100.0 | 0.0 | 0.0 |
| M | 5 | 0.0 | 100.0 | 0.0 |
| N | 0 | 0.0 | 0.0 | 0.0 |
| O | 10 | 10.0 | 90.0 | 0.0 |
| P | 6 | 0.0 | 100.0 | 0.0 |
| Q | 16 | 18.8 | 81.3 | 0.0 |
| R | 13 | 0.0 | 100.0 | 0.0 |
| S | 11 | 18.2 | 81.8 | 0.0 |
| T | 33 | 9.1 | 90.9 | 0.0 |
| U | 20 | 5.0 | 95.0 | 0.0 |
| $\overline{x}$ | 10 | 14.9 | 81.0 | 0.3 |
| S | | 22.2 | 28.8 | 1.2 |

the Policy-Oriented level, and it is noteworthy that only one board made decisions at the Residual level in this area.

Finance and Business Management Decisions

When examined in relation to the emphasis placed upon decision levels in other operational areas, more emphasis was placed upon Policy-Oriented decisions and less on Routine decisions in the area of Finance and Business Management than was the case with any other area. In addition, emphasis on Residual decisions was low. The overall emphases as they concern Finance and Business Management decisions are reported in Figure XXV:

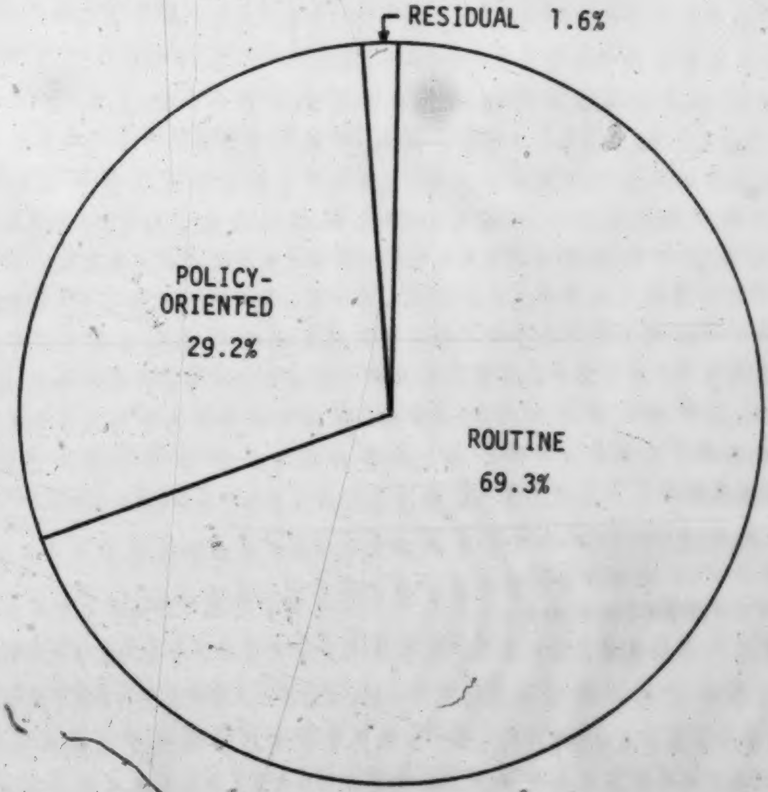


FIGURE XXV

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS:
FINANCE AND BUSINESS MANAGEMENT DECISIONS

Routine Finance and Business Management decisions concerned such activities as: the acceptance of tenders for installation of air conditioning in a specific school; and the statement of conditions under which a board will contribute to the operating costs of a local swimming pool. This type of decision represented 69.3 percent of Finance and Business Management decisions.

Policy-Oriented decisions in this area involved such activities as: the establishment of policy stating terms of trustees' annual indemnity and expenses incident to the discharge of their duties; and the establishment of policy concerning payment of salary to teachers producing documentary evidence of their qualifications for T.Q.S. (Teacher's Qualification Service). Policy-Oriented decisions were responsible for 29.2 percent of the decisions in this area.

Examples of Residual decisions were: the decision to pay the moving expenses of the secretary treasurer; and the decision to change fees for rental of coveralls to students enrolled in an automotive course. Of the decisions in the Finance and Business Management area, only 1.6 percent were Residual.

A description of the degree of emphasis placed upon decision levels in the area of Finance and Business Management for each board in the study sample is contained in Table 22.

One board made more Policy-Oriented decisions in this area than it did Routine Administrative decisions. In terms of the other boards, emphasis on each decision level was consistent with the overall trend for the total number of boards and did not vary considerably. In all cases, Residual decisions were given less prominence than were Routine

## TABLE 22

## FINANCE AND BUSINESS MANAGEMENT: RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS FOR 21 SCHOOL BOARDS

| | | Percent of Finance and Business Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Policy-Oriented | Routine Administrative | Residual |
| A | 79 | 29.1 | 70.9 | 0.0 |
| B | 41 | 34.1 | 63.4 | 2.4 |
| C | 30 | 40.0 | 60.0 | 0.0 |
| D | 80 | 23.8 | 76.3 | 0.0 |
| E | 53 | 71.7 | 28.3 | 0.0 |
| F | 45 | 26.7 | 73.3 | 0.0 |
| G | 74 | 32.4 | 67.6 | 0.0 |
| H | 69 | 33.3 | 63.8 | 2.9 |
| I | 72 | 26.4 | 73.6 | 0.0 |
| J | 89 | 20.2 | 75.3 | 4.5 |
| K | 164 | 19.5 | 68.3 | 12.2 |
| L | 50 | 34.0 | 64.0 | 2.0 |
| M | 62 | 21.0 | 79.0 | 0.0 |
| N | 73 | 32.9 | 66.4 | 2.7 |
| O | 115 | 23.5 | 73.0 | 3.5 |
| P | 57 | 26.3 | 73.7 | 0.0 |
| Q | 213 | 37.1 | 61.5 | 1.4 |
| R | 83 | 28.9 | 71.1 | 0.0 |
| S | 106 | 17.9 | 82.1 | 0.0 |
| T | 121 | 14.0 | 86.0 | 0.0 |
| U | 85 | 20.0 | 78.8 | 1.2 |
| $\bar{x}$ | 84 | 29.2 | 69.3 | 1.6 |
| S | | 11.9 | 11.7 | 2.8 |

Administrative and Policy-Oriented decisions. However, 12 boards made no Residual decisions with respect to Finance and Business Management.

School Plant Decisions

The degree of emphasis placed upon each decision level in the area of School Plant for the total number of school boards is illustrated in Figure XXVI.

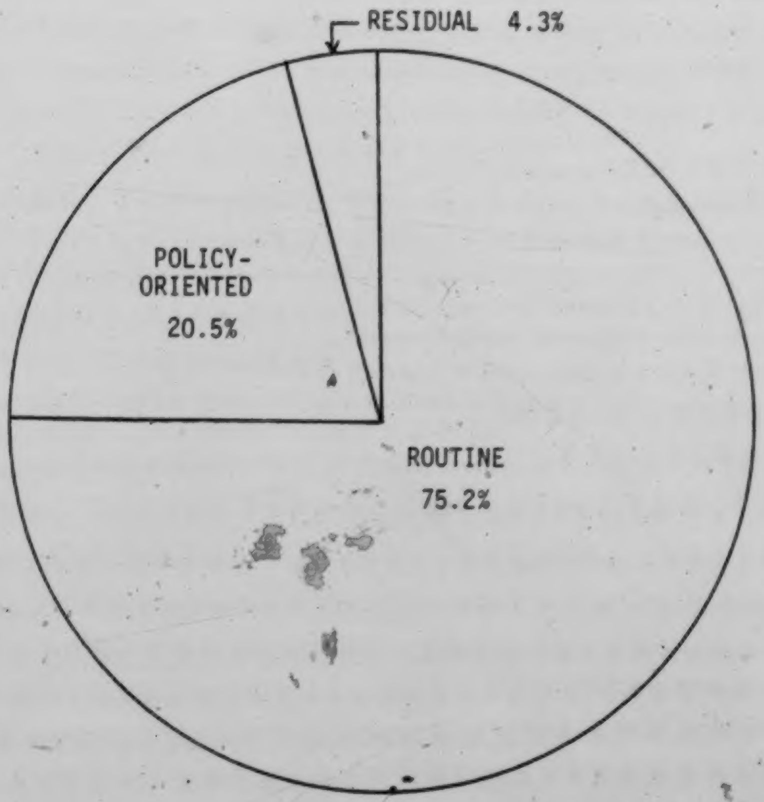


FIGURE XXVI

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS: SCHOOL PLANT DECISIONS

As examples of decisions categorized according to decision level for this area, Routine Administrative decisions included the decision to enter into a lease with the Canadian National Railway for the procurement of a portable teacherage site, the decision to construct a proper fence between a school and private property, and the decision to dispose of obsolete equipment. Routine Administrative decisions accounted for 75.2 percent of actions taken in this area.

Policy-Oriented decisions included the decision to close "open areas" in the schools of a district, the establishment of the responsibilities of custodians concerning the inspection of fire extinguishers as part of their duties and the establishment of policy concerning the use of school facilities. Policy-Oriented decisions were involved in 20.5 percent of School Plant decisions.

Residual decisions were characterized by such considerations as sending a letter of appreciation to a janitor regarding the condition of schools in the fall, deciding to have an Industrial Education class make a sign for an elementary school, changing a portable from propane to natural gas, and naming a school library. Of the total number of School Plant decisions, 4.3 percent were Residual.

A summary of the distribution of these decision levels for each of the boards is provided in Table 23.

One board in this area also made more Policy-Oriented decisions than it did Routine decisions and two boards made as many, or more, Residual decisions than Policy decisions. The emphasis on Policy-Oriented decisions varied considerably between boards from 3.2 percent to 53.6 percent. Eight boards made no Residual decisions in the area of School Plant.

TABLE 23

SCHOOL PLANT: RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS FOR 21 SCHOOL BOARDS

| | | Percent of School Plant Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Policy-Oriented | Routine Administrative | Residual |
| A | 25 | 36.0 | 52.0 | 12.0 |
| B | 8 | 37.5 | 62.5 | 0.0 |
| C | 17 | 17.6 | 76.5 | 5.9 |
| D | 15 | 6.7 | 93.3 | 0.0 |
| E | 16 | 53.6 | 37.5 | 8.8 |
| F | 18 | 5.6 | 94.4 | 0.0 |
| G | 31 | 22.6 | 74.2 | 3.2 |
| H | 20 | 35.0 | 60.0 | 5.0 |
| I | 13 | 38.5 | 61.5 | 0.0 |
| J | 76 | 7.9 | 84.2 | 7.9 |
| K | 101 | 10.9 | 76.2 | 12.9 |
| L | 19 | 21.1 | 68.4 | 10.5 |
| M | 32 | 18.8 | 71.9 | 9.4 |
| N | 17 | 5.9 | 94.1 | 0.0 |
| O | 22 | 9.1 | 86.4 | 4.5 |
| P | 10 | 30.0 | 70.0 | 0.0 |
| Q | 80 | 17.5 | 82.5 | 0.0 |
| R | 15 | 13.3 | 86.7 | 0.0 |
| S | 18 | 5.6 | 88.9 | 5.6 |
| T | 62 | 3.2 | 95.2 | 1.6 |
| U | 30 | 10.0 | 86.7 | 3.3 |
| $\overline{x}$ | 31 | 20.5 | 75.2 | 4.3 |
| S | | 14.0 | 15.4 | 4.4 |

School Board Business Decisions

Data pertaining to the general distribution of decisions according to the three decision levels in the area of School Board Business are contained in Figure XXVII.

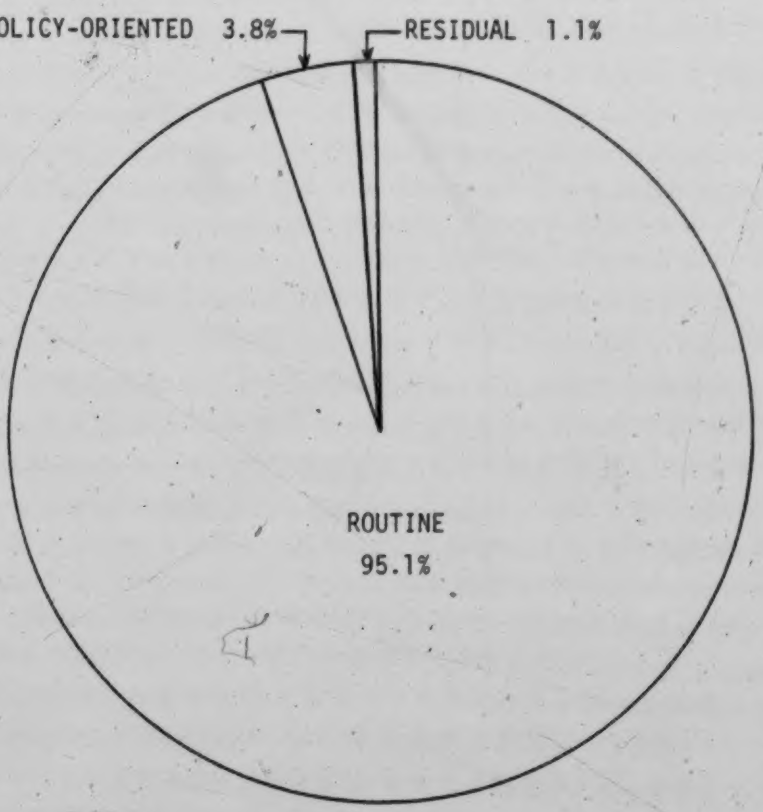


FIGURE XXVII

RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS:
SCHOOL BOARD BUSINESS DECISIONS

In contrast to decisions made in other operational areas, decisions made in the area of School Board Business placed greater emphasis on Routine and lighter emphasis on Policy than did decisions in any other area. Decisions were predominantly Routine, representing

95.1 percent of the total. Related decisions included the decision to destroy old books and vouchers belonging to the board and the approval of the attendance of trustees at a provincial "Communications Workshop."

Policy decisions in this operational area concerned such decisions as the decision to establish as general policy: "that matters go through specific committees—then to the board for approval." Another decision in this category was "that any changes in policy be referred to a specific committee for study and consideration before any action is taken." Only 3.8 percent of School Board Business decisions were of a Policy-Oriented nature.

Residual decisions represented only 1.6 percent of decisions in this area. These included a decision to file a letter of thanks directed to the board, and a decision to urge a trustee to attend a particular conference.

Table 24 contains information related to the above categories for each individual school board.

As illustrated in Table 24, the very strong emphasis on Routine Administrative decisions was consistent amongst boards, the lowest representation being 88.5 percent. Concerning the low emphasis on Policy-Oriented decisions in this area, 6 boards made no Policy-Oriented decisions, and 9 boards made as many or more Residual decisions compared to Policy decisions. Fourteen boards made no Residual decisions at all in this area.

## TABLE 24

## SCHOOL BOARD BUSINESS: RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS FOR 21 SCHOOL BOARDS

| | | Percent of Board Business Decisions | | |
|---|---|---|---|---|
| School Board | Decisions Made | Policy-Oriented | Routine Administrative | Residual |
| A | 137 | 0.7 | 97.1 | 2.2 |
| B | 35 | 0.0 | 100.0 | 0.0 |
| C | 14 | 7.1 | 92.9 | 0.0 |
| D | 49 | 6.1 | 93.9 | 0.0 |
| E | 116 | 0.0 | 100.0 | 0.0 |
| F | 21 | 0.0 | 95.2 | 4.8 |
| G | 20 | 5.0 | 95.0 | 0.0 |
| H | 44 | 4.5 | 95.5 | 0.0 |
| I | 51 | 0.0 | 98.0 | 1.9 |
| J | 65 | 3.1 | 90.8 | 6.2 |
| K | 61 | 9.8 | 88.5 | 1.6 |
| L | 23 | 0.0 | 100.0 | 0.0 |
| M | 16 | 12.5 | 87.5 | 0.0 |
| N | 49 | 4.1 | 95.9 | 0.0 |
| O | 45 | 4.4 | 95.6 | 0.0 |
| P | 29 | 0.0 | 100.0 | 0.0 |
| Q | 80 | 6.3 | 88.8 | 5.0 |
| R | 65 | 6.2 | 93.8 | 0.0 |
| S | 50 | 4.0 | 96.0 | 0.0 |
| T | 85 | 1.2 | 97.6 | 1.2 |
| U | 49 | 4.1 | 95.9 | 0.0 |
| $\bar{x}$ | 53 | 3.8 | 95.1 | 1.1 |
| S | | 3.5 | 3.7 | 1.9 |

## SUMMARY

Data pertaining to the relative emphasis placed by school boards on decision levels were described in this chapter. It was found that Routine Administrative decisions accounted for 81.5 percent, Policy-Oriented decisions accounted for 14.9 percent, and Residual decisions accounted for 3.6 percent of the total number of decisions. Individual boards did not vary considerably from this general pattern. However, the following points emerged from an examination of emphasis on decision levels for each operational area and for each individual board in the study sample:

—Residual decisions were most commonly made in the areas of Staff Personnel and School-Community Relations.

—There was a frequent tendency among individual boards to place greater emphasis upon Residual decisions than upon Policy-Oriented decisions.

—Emphasis on Residual decisions in the area of Curriculum and Instruction was almost non-existent. Only one board made decisions in this category. There was also a low emphasis on Residual decisions in the Finance category.

—Policy-Oriented decisions were most frequently made in the area of Finance and Business Management and represented 29.2 percent of the decisions in that category as opposed to the 14.9 percent for the total decisions.

—Policy-Oriented decisions were also emphasized to a greater extent in the area of School Plant (20.5 percent) than they were for total decisions.

# Chapter VIII

# ANALYSIS OF CONTENT DATA: THE CONTROL PROFILE

In Chapters V and VI, findings related to two central constituent variables in the development of a control description were separately discussed. These were control dimensions, illustrating the nature of control exercised by school boards generally and by operational area, and decision levels, representing the level at which school boards exercised their control function generally and by operational area. The present chapter is directed at combining the findings of the previous two chapters into an overall description of the control exercised by school boards. Specifically, it has been designed to present findings relating to the following problem statement:

> To what extent were school board decisions represented in each of the control categories in the Control Dimension-Decision Level model?

## TOTAL DECISIONS

In investigating this problem, each decision was categorized according to the Control Dimension-Decision Level matrix for all decisions and for the total number of boards. This procedure was followed for each operational area. The relative emphasis placed upon each control category for the total decisions is illustrated in Figure XXVIII.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 6.9 | 2.2 | 5.8 |
| Routine Administrative | 21.2 | 52.5 | 7.8 |
| Residual | 1.5 | 1.9 | 0.2 |

FIGURE XXVIII

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

The control category which was represented most in the total number of school board decisions was that of Routine-Level Monitoring. This category was responsible for over one-half of the total decisions made (52.5 percent). In fact Routine Level decisions were most common in each of the three control dimensions. Examples of decisions in each control category are discussed later in this chapter under each operational area. The least represented category was that which pertained to Residual-Level Corrective Action in which only 0.2 percent of the total decisions appeared. It is also noteworthy that Setting Standards accounted for more Policy-Oriented decisions that did either of the other two control dimensions.

The emphasis placed by individual boards on each control category is presented in Table 25.

As data contained in Table 25 illustrate, individual boards adhered closely to the distribution described above. The major areas of emphasis in the analysis of total decisions were also given

## TABLE 25

### RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES: SUMMARY FOR 21 SCHOOL BOARDS

| School Board | Control Category* | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
| A | 5.0 | 1.7 | 3.7 | 18.0 | 50.1 | 13.1 | 0.8 | 7.2 | 0.3 |
| B | 10.2 | 2.3 | 5.5 | 21.1 | 48.4 | 10.2 | 0.0 | 1.6 | 0.8 |
| C | 6.1 | 2.0 | 12.2 | 11.2 | 59.2 | 4.1 | 4.1 | 1.0 | 0.0 |
| D | 4.4 | 0.0 | 6.3 | 26.6 | 50.2 | 9.2 | 0.0 | 3.3 | 0.0 |
| E | 8.2 | 2.7 | 11.6 | 10.2 | 61.8 | 4.1 | 1.0 | 0.3 | 0.0 |
| F | 8.4 | 1.8 | 2.4 | 23.5 | 53.0 | 7.8 | 2.4 | 0.6 | 0.0 |
| G | 9.8 | 1.9 | 12.1 | 21.0 | 39.3 | 11.7 | 2.3 | 1.4 | 0.5 |
| H | 9.2 | 2.9 | 7.6 | 21.0 | 46.6 | 8.4 | 1.3 | 2.9 | 0.0 |
| I | 7.4 | 5.5 | 3.2 | 11.5 | 68.2 | 3.2 | 0.9 | 0.0 | 0.0 |
| J | 5.0 | 0.8 | 2.6 | 30.9 | 42.8 | 10.6 | 3.0 | 3.8 | 0.4 |
| K | 5.7 | 1.1 | 3.1 | 22.0 | 47.7 | 11.1 | 5.8 | 2.9 | 0.6 |
| L | 11.0 | 2.8 | 4.8 | 22.8 | 47.6 | 7.6 | 2.8 | 0.0 | 0.7 |
| M | 5.6 | 2.0 | 5.1 | 32.0 | 47.2 | 4.6 | 1.5 | 2.0 | 0.0 |
| N | 4.1 | 0.4 | 8.2 | 17.6 | 61.1 | 7.8 | 0.4 | 0.4 | 0.0 |
| O | 7.3 | 2.8 | 6.0 | 17.1 | 53.5 | 6.5 | 1.5 | 5.3 | 0.0 |
| P | 10.6 | 3.7 | 3.7 | 19.3 | 53.4 | 7.5 | 0.6 | 1.2 | 0.0 |
| Q | 7.0 | 4.5 | 10.6 | 32.3 | 36.7 | 7.4 | 1.2 | 0.0 | 0.3 |
| R | 9.8 | 3.5 | 3.5 | 26.1 | 50.2 | 6.3 | 0.0 | 0.7 | 0.0 |
| S | 4.9 | 2.1 | 3.9 | 26.5 | 56.2 | 5.7 | 0.0 | 0.7 | 0.0 |
| T | 1.6 | 2.5 | 1.8 | 11.0 | 72.7 | 6.6 | 0.7 | 3.1 | 0.0 |
| U | 3.6 | 0.2 | 3.1 | 23.7 | 56.4 | 9.6 | 1.9 | 1.0 | 0.5 |
| $\overline{X}$ | 6.9 | 2.2 | 5.8 | 21.2 | 52.5 | 7.8 | 1.5 | 1.9 | 0.2 |
| S | 2.6 | 1.4 | 3.4 | 6.7 | 8.8 | 2.7 | 1.5 | 1.9 | 0.3 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action

R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action

RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

prominence by each individual board. In fact, no board deviated from the order in which the total group gave prominence to Routine-Level Monitoring and Routine-Level Standard-Setting. With respect to the former control category in particular, boards were particularly consistent in terms of degree of emphasis even though the range varied from 36.7 percent to 72.7 percent of total decisions for that category. Individual boards were also consistent in the very low degree of emphasis given to Correcting at the Residual level.

As data described below will indicate, this overall high degree of consistency between boards was not the case for each operational area.

## CONTROL CATEGORIES AND OPERATIONAL AREAS

### Staff Personnel Decisions

The relative decision emphasis placed upon the nine control categories for the total group of boards in the area of Staff Personnel is illustrated in Figure XXIX.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 4.7 | 1.5 | 1.7 |
| Routine Administrative | 13.7 | 68.0 | 4.3 |
| Residual | 0.8 | 5.1 | 0.1 |

FIGURE XXIX

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES:
STAFF PERSONNEL DECISIONS

Even greater emphasis than that for the total decisions was placed on Routine-Level Monitoring in this area, while Setting Standards, Monitoring and Taking Corrective Action at the Policy-Oriented level each received less emphasis than was the case for the total decisions. The emphasis which was placed on Residual-Level Monitoring is also noteworthy. A brief discussion of each category as emphasized in Staff Personnel decisions is provided below.

Policy-Level Standard-Setting accounted for 4.7 percent of the total decisions in this operational area. Examples of decisions in this category included the decision that "in future, district staff not be involved in interviews involving the hiring of their immediate supervisors" and the decision that:

> upon appointment to this district, teachers shall, following submission to the Board of supportive documentation, receive full credit for previous teaching in Canadian Government supported and Government inspected schools. A minimum of eight (8) months of continuous full-time teaching service during one school year is required to constitute one year of experience.

As was the case for the total decisions, Setting Standards accounted for more decisions at the Policy-Oriented level than did Monitoring or Corrective decisions.

Policy-Level Monitoring was responsible for only 1.5 percent of Staff Personnel decisions and concerned such decisions as the decision to review policy as it pertains to teaching experience and salaries, and the decision to review and consider policy concerning teacher transfers within the district and refer it to the District Teachers' Association for comment prior to final consideration by the board.

Policy-Level Correcting received similar emphasis to the previous category and accounted for only 1.7 percent of decisions in the Staff Personnel area. These involved such decisions as that which was made to change an existing leave of absence policy, and the decision, due to objections from district staff, to change policy concerning tuberculosis check-ups from an annual check-up to a biennial check-up.

Routine-Level Standard Setting pertained to such actions as the declaration of a teacher's "day in session" for a school and the decision to hire a school crossing guard at a specific cost. This category received second greatest emphasis among the nine control categories in Staff Personnel decisions and was responsible for 13.7 percent of decisions made in that area.

Routine-Level Monitoring, the most heavily emphasized of the nine control categories, accounted for 68 percent of decisions made in the operational area of Staff Personnel. Related decisions included the ratification of hirings and resignations of professional staff, the approval of leaves of absence and the approval of specific applications for professional development days,etc.

Routine-Level Correcting involved such activities as the termination of a teacher's contract and the "delegation of mail distributing responsibilities to supervisory and maintenance personnel during the mail strike." Decisions in this category were responsible for 4.3 percent of the decisions made in the area of Staff Personnel.

Residual-Level Standard-Setting accounted for relatively very few of the total decisions in Staff Personnel (0.8 percent of the total). An example of a categorization in this area was the decision of one board concerning conditions under which a retiring gift shall be presented to a particular teacher.

Residual-Level Monitoring decisions concerned a greater proportion (5.1 percent) of decisions in this operational area than did the other categories at the Residual level. Decisions included the approval of the hiring of one individual with a salary at a scale for no longer than a one-month period and the approval of a leave of absence for one teacher for a day.

Residual-Level Correcting decisions were least emphasized of the nine control categories. They accounted for only 0.1 percent of Staff Personnel decisions, and concerned such decisions as the decision that

> the portion of the minutes regarding a letter of thanks and a gift to an individual be amended to read "presentation of a gift to be made at the July Board meeting if possible."

The degree of emphasis placed by individual boards on the nine control categories for the area of Staff Personnel is illustrated in Table 26. Data contained in Table 26 indicate that all boards gave prominence to the Routine-Level Monitoring category in this operational area. The lowest degree of emphasis by a board for this category was 42.8 percent. Individual boards varied more considerably in their emphasis on the Routine-Level Standard-Setting category, however, and emphasis varied from 4.7 percent to 30.9 percent of Staff Personnel decisions. Only three boards made decisions in the Residual-Level Correcting category and, even in these instances, emphasis was low. There was more of a variation in individual board

## TABLE 26

STAFF PERSONNEL: RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES FOR 21 SCHOOL BOARDS

| School Board | Control Category* | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
| A | 3.2 | 0.9 | 0.5 | 8.2 | 67.6 | 1.8 | 1.4 | 15.5 | 0.9 |
| B | 4.0 | 4.0 | 0.0 | 20.0 | 56.0 | 8.0 | 0.0 | 8.0 | 0.0 |
| C | 9.1 | 0.0 | 0.0 | 18.2 | 63.6 | 0.0 | 0.0 | 9.1 | 0.0 |
| D | 0.0 | 0.0 | 0.0 | 15.0 | 71.3 | 2.5 | 0.0 | 11.3 | 0.0 |
| E | 9.1 | 0.0 | 0.0 | 4.5 | 84.1 | 0.0 | 0.0 | 2.3 | 0.0 |
| F | 10.2 | 2.0 | 2.0 | 16.3 | 65.3 | 2.0 | 0.0 | 2.0 | 0.0 |
| G | 5.6 | 2.8 | 5.6 | 13.9 | 58.3 | 5.6 | 0.0 | 8.3 | 0.0 |
| H | 6.7 | 0.0 | 0.0 | 15.6 | 64.4 | 2.2 | 0.0 | 11.1 | 0.0 |
| I | 7.4 | 5.5 | 3.2 | 11.5 | 68.2 | 3.2 | 0.9 | 0.0 | 0.0 |
| J | 5.0 | 0.8 | 2.6 | 30.9 | 42.8 | 10.6 | 3.0 | 3.8 | 0.4 |
| K | 1.8 | 0.5 | 1.4 | 8.3 | 75.1 | 6.0 | 3.2 | 3.7 | 0.0 |
| L | 5.6 | 0.0 | 0.0 | 16.7 | 69.4 | 8.3 | 0.0 | 0.0 | 0.0 |
| M | 5.2 | 0.0 | 1.7 | 12.1 | 72.4 | 3.4 | 0.0 | 5.2 | 0.0 |
| N | 1.2 | 0.0 | 0.0 | 4.8 | 91.7 | 2.4 | 0.0 | 0.0 | 0.0 |
| O | 7.3 | 1.6 | 5.7 | 5.7 | 65.0 | 3.3 | 1.6 | 9.8 | 0.0 |
| P | 4.4 | 4.4 | 8.9 | 8.9 | 62.2 | 4.4 | 2.2 | 4.4 | 0.0 |
| Q | 3.5 | 1.8 | 2.6 | 19.3 | 65.8 | 6.1 | 0.9 | 0.0 | 0.0 |
| R | 5.7 | 2.8 | 0.0 | 18.6 | 68.6 | 1.4 | 0.0 | 2.8 | 0.0 |
| S | 1.7 | 3.3 | 1.7 | 15.0 | 66.7 | 10.0 | 0.0 | 1.7 | 0.0 |
| T | 0.0 | 2.0 | 0.0 | 4.7 | 81.9 | 2.7 | 1.3 | 7.4 | 0.0 |
| U | 1.2 | 0.0 | 0.0 | 18.8 | 68.5 | 6.7 | 2.4 | 1.2 | 1.2 |
| $\overline{X}$ | 4.7 | 1.5 | 1.7 | 13.7 | 68.0 | 4.3 | 0.8 | 5.1 | 0.1 |
| S | 3.0 | 1.7 | 2.4 | 6.6 | 10.1 | 3.1 | 1.1 | 4.5 | 0.3 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action

R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action

RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

emphasis on the Residual-Level Monitoring category in Staff Personnel decisions than was the case for the total decisions described above, and emphasis ranged from zero to 15.5 percent in this instance. In terms of emphasis on Policy-Level control, the boards were for the most part in agreement in the greater emphasis they devoted to Policy-Level Standard-Setting. Two boards, however, made no decisions in this category and several emphasized Policy-Level Correcting to a greater extent.

Pupil Personnel Decisions

Figure XXX illustrates the relative emphasis placed by the total number of school boards on the nine control categories for the Pupil Personnel operational area.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 7.7 | 3.0 | 2.3 |
| Routine Administrative | 20.5 | 53.9 | 7.7 |
| Residual | 3.0 | 1.6 | 0.2 |

FIGURE XXX

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES: PUPIL PERSONNEL DECISIONS

The general distribution of decisions according to control category for this operational area was similar to the overall trend for the total number of decisions described at the outset of this chapter. In only one or two instances were there any variations in emphasis which were worthy of mention. These are described in the discussion of specific categories which follows.

Policy-Level Standard-Setting decisions accounted for 7.7 percent of the total decisions which were made in the area of Pupil Personnel. This category was given greater emphasis in this area than it was in decisions concerning Staff Personnel. Again Policy-Level Standard-Setting was given greater emphasis than were Policy level decisions for the other two control dimensions. Related decisions in this category for Pupil Personnel were the establishment of conditions and specifications concerning field trips, the establishment of a district-wide pupil report format, and the establishment of a policy to the effect that:

> The board will not require a principal to accept a pupil under Section 158(3) of The Public Schools Act, who has remained out of school for a period greater than two weeks.

Policy-Level Monitoring decisions were also emphasized to a greater extent in Pupil Personnel decisions than in Staff Personnel decisions. This category accounted for 3.0 percent of the total decisions in this operational area, and related to such decisions as "the exploration, with the Minister's representative, of possibilities for the provision of opportunities for the handicapped in terms of employment."

Policy-Level Correcting involved decisions pertaining to such activities as the revision of policy concerning ambulance service to students; and the amendment of policy concerning the transportation of students. Decisions in this category constituted 2.3 percent of the total number of Pupil Personnel decisions, that is, less than half the decisions devoted to this category in the emphasis for the total decisions for all areas combined.

Routine-Level Standard-Setting represented 20.5 percent of the decisions made in the area of Pupil Personnel. This again represented the second most heavily emphasized area and this category was emphasized to a greater extent than it was for Staff Personnel decisions. Related decisions included the determination of where particular students shall be enrolled and the setting up of a committee for the awarding of a "District Government Scholarship."

Routine-Level Monitoring decisions were responsible for 53.9 percent of the decisions made in the Pupil Personnel operational area. This represented a much lower emphasis for this category than was indicated by decisions in the Staff Personnel area, although this figure was close to that for the total decisions. One board decided, as an example of a decision in this category, to gather information, by reports, concerning a particular student accident.

Routine-Level Correcting activities concerned such decisions as the action to the effect that parents of students involved in the break-in at a local elementary school be requested to pay for the damage and the decision to contact the C.N.I.B. for advice concerning the problem of two near-blind children and to obtain a braille typewriter for these students. 4.3 percent of Pupil Personnel decisions appeared in this category.

Residual-Level Standard-Setting pertained to such actions as the decision to send a letter of commendation to a student for successes in a track and field meet. Decisions in this category represented 3.0 percent of the total decisions in this operational area.

Residual-Level Monitoring accounted for 1.6 percent of Pupil Personnel decisions and related to such decisions as the approval of a school's request to have individual colored pictures taken along with regular class pictures. Emphasis on this category in this operational area was noticeably less than it was for Staff Personnel decisions.

Residual-Level Correcting decisions were again given least emphasis of all the control categories. In fact these represented only 0.2 percent of the total decisions in this area, and this emphasis was generally in keeping with the emphasis given to this category in the other operational areas.

Table 27 contains data relating to emphasis on the nine control categories for each individual school board in the area of Pupil Personnel. There appeared to be a greater variation between boards in their emphasis on the major categories than was the case with Staff Personnel decisions. In the Routine-Level Monitoring category individual board emphases varied from 30.0 percent to 78.8 percent. In fact, not all boards gave primary emphasis to this category. In this regard, one board emphasized Routine-Level Standard-Setting to a greater extent, while another board placed greater emphasis on Routine-Level Correcting. In two other instances the same emphasis was placed by boards on Policy-Level Standard-Setting as on Routine-

## TABLE 27

### PUPIL PERSONNEL: RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES FOR 21 SCHOOL BOARDS

| School Board | Control Category* | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
| A | 8.5 | 4.2 | 2.8 | 8.5 | 56.3 | 15.5 | 0.0 | 4.2 | 0.0 |
| B | 30.0 | 0.0 | 0.0 | 40.0 | 30.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| C | 6.3 | 0.0 | 6.3 | 12.5 | 56.3 | 6.3 | 12.5 | 0.0 | 0.0 |
| D | 10.7 | 0.0 | 3.6 | 39.3 | 42.9 | 3.6 | 0.0 | 0.0 | 0.0 |
| E | 32.1 | 10.7 | 0.0 | 14.3 | 32.1 | 10.7 | 0.0 | 0.0 | 0.0 |
| F | 5.6 | 0.0 | 0.0 | 16.7 | 44.4 | 22.2 | 11.1 | 0.0 | 0.0 |
| G | 5.0 | 0.0 | 10.0 | 35.0 | 40.0 | 0.0 | 5.0 | 0.0 | 5.0 |
| H | 14.0 | 2.3 | 2.3 | 14.0 | 60.5 | 4.7 | 2.3 | 0.0 | 0.0 |
| I | 0.0 | 8.0 | 0.0 | 16.0 | 68.0 | 8.0 | 0.0 | 0.0 | 0.0 |
| J | 2.7 | 1.4 | 0.0 | 28.4 | 29.7 | 32.4 | 1.4 | 4.1 | 0.0 |
| K | 4.4 | 0.0 | 0.0 | 13.3 | 60.0 | 15.6 | 2.2 | 4.4 | 0.0 |
| L | 0.0 | 0.0 | 0.0 | 10.0 | 60.0 | 10.0 | 20.0 | 0.0 | 0.0 |
| M | 0.0 | 0.0 | 0.0 | 50.0 | 50.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| N | 0.0 | 0.0 | 0.0 | 14.3 | 78.6 | 7.1 | 0.0 | 0.0 | 0.0 |
| O | 17.4 | 2.2 | 2.2 | 6.5 | 56.5 | 0.0 | 6.5 | 8.7 | 0.0 |
| P | 0.0 | 10.0 | 10.0 | 20.0 | 40.0 | 20.0 | 0.0 | 0.0 | 0.0 |
| Q | 6.4 | 10.6 | 8.5 | 21.3 | 46.8 | 4.3 | 2.1 | 0.0 | 0.0 |
| R | 8.3 | 8.3 | 0.0 | 12.5 | 70.8 | 0.0 | 0.0 | 0.0 | 0.0 |
| S | 3.0 | 0.0 | 3.0 | 15.2 | 78.8 | 0.0 | 0.0 | 0.0 | 0.0 |
| T | 3.6 | 5.5 | 0.0 | 12.7 | 69.1 | 0.0 | 0.0 | 9.1 | 0.0 |
| U | 4.3 | 0.0 | 0.0 | 30.4 | 60.9 | 2.2 | 0.0 | 2.2 | 0.0 |
| $\bar{X}$ | 7.7 | 3.0 | 2.3 | 20.5 | 53.9 | 7.7 | 3.0 | 1.6 | 0.2 |
| S | 9.0 | 4.1 | 3.5 | 11.9 | 14.9 | 8.9 | 5.4 | 2.9 | 1.1 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action
R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action
RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

Level Monitoring.

In regard to Policy-Level Standard-Setting, two boards placed considerable emphasis on that category, devoting 30.0 percent and 32.1 percent of their decisions to it. However, five boards made no decisions at all in this category and emphasis as a whole varied to a greater extent than it did in the Staff Personnel area.

It is noteworthy that only one board made decisions in the Residual-Level Correcting category in the area of Pupil Personnel and only six boards made decisions in the Residual-Level Monitoring category.

With respect to overall emphasis in this operational area, the distribution of decision emphasis across control categories was more evenly spread for Student Personnel decisions than it was in the Staff Personnel operational area. This was the case also for individual boards.

## School-Community Relations Decisions

Decision emphasis according to control categories for the area of School-Community Relations was even more evenly distributed than was the case with Student Personnel decisions. This distribution is illustrated in Figure XXXI. A brief discussion of each of the categories represented in Figure XXXI is provided below.

Policy-Level Standard-Setting decisions accounted for 13.1 percent of decisions in the School-Community Relations area. It is noteworthy that this category was emphasized more in this operational area than in any other. It was also emphasized to a much greater extent than were the other two control dimensions at the Policy level.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 13.1 | 2.6 | 1.4 |
| Routine Administrative | 35.1 | 35.3 | 6.5 |
| Residual | 5.2 | 0.9 | 0.0 |

FIGURE XXXI

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES:
SCHOOL-COMMUNITY RELATIONS DECISIONS

Decisions pertaining to agreements with the regional district and decisions pertaining to community colleges were frequent in this category. One board, for example, decided "that the Board notify the Ministry of Education that it endorses the recommendation that adult education courses continue to be operated by colleges in the Province." In another instance, a board established an agreement with the "regional district" concerning the community use of school facilities. In this case, the board and the regional district agreed to share in the construction, maintenance and operating costs of facilities so that they could be put to community uses when school was not in session in order to provide "optimum benefits for the entire community."

Policy-Level Monitoring related to 2.6 percent of School-Community Relations decisions and this emphasis was generally in keeping with that which was placed on this category for other operational areas. An example of a Policy-Level Monitoring decision in this operational area was that to advise the "local district" that:

> It is the Board's view that the district should make a comprehensive and detailed study to determine a long-range plan for public library service in the municipality and, the Board favours the integration of library services provided that the Provincial Government provide enabling legislation and/or regulations to assure that Council-School Board jurisdiction over such a facility would be absolute with full Provincial library grants available.

Policy-Level Correcting decisions concerned such actions as the amendment of policy concerning police and the school; and the expression of concern over the proposed use of property for high-rise development which would create a traffic problem for a school and destroy an area suited for community use. Policy-Level Correcting decisions accounted for 1.4 percent of decisions in the area of School-Community Relations.

Routine-Level Standard-Setting involved 35.1 percent of School-Community relations decisions. This category was also more heavily emphasized in School-Community Relations than it was in any of the other operational areas. Related decisions included the decision to designate senior citizens as honorary students for their annual picnic so that they could use the school buses and the decision to have a committee organized and set up dates for meetings concerning the joint development of recreational facilities by the school board and the local district.

Routine-Level Monitoring was given much less decision emphasis in School-Community Relations decisions than was the case with other operational areas, with the exception of School Finance and Business Management. Of the decisions in the School-Community Relations operational area, 35.5 percent were of a Policy-Level Monitoring nature. These concerned decisions such as the approval of a committee set up for the examination of Family Life Education in the district and the decision to request a local college to provide the Board with a list of all its instructional staff, together with a resume indicating their training and experience.

Routine-Level Correcting pertained to such decisions as the decision that "the Board write to the council of the municipality to express concern at the number of bears near one of the schools."

Decisions in this category accounted for 6.5 percent of School-Community Relations decisions.

Residual-Level Standard-Setting decisions were responsible for 5.2 percent of the total decisions in this operational area (more than the emphasis which this category received for any of the other operational areas). Related decisions pertained to such decisions as the decision to express thanks to the Finance Committee for participation in the study of the annual budget.

Residual-Level Monitoring concerned such decisions as the approval of a beer-making course at a local college. These decisions represented 0.9 percent of School-Community Relations decisions.

Residual-Level Correcting decisions were not represented in this operational area.

Table 28 provides a summary of the relative decision emphasis placed by individual boards on each of the nine control categories for the School-Community Relations operational area.

As Table 28 illustrates, there was considerable variation between boards in terms of the degree of emphasis placed upon several of these categories. This was particularly the case for the Routine-Level Monitoring, Routine-Level Standard-Setting and Policy-Level Standard-Setting categories in which decision emphasis varied from zero to 76.6 percent, from zero to 75.0 percent and from zero to 40.0 percent respectively.

In contrast, individual boards were consistent in the low emphasis given to Policy-Level Monitoring and Correcting, and Residual-Level Monitoring and Correcting. In fact, not one board

### TABLE 28

### SCHOOL-COMMUNITY RELATIONS: RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES FOR 21 SCHOOL BOARDS

| School Board | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
|---|---|---|---|---|---|---|---|---|---|
| A | 8.9 | 0.0 | 0.0 | 22.2 | 57.8 | 8.9 | 0.0 | 2.2 | 0.0 |
| B | 0.0 | 0.0 | 0.0 | 40.0 | 60.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| C | 0.0 | 0.0 | 0.0 | 33.3 | 50.0 | 0.0 | 16.7 | 0.0 | 0.0 |
| D | 11.8 | 0.0 | 0.0 | 47.1 | 23.5 | 17.6 | 0.0 | 0.0 | 0.0 |
| E | 5.9 | 11.8 | 0.0 | 23.5 | 41.2 | 17.6 | 0.0 | 0.0 | 0.0 |
| F | 0.0 | 0.0 | 0.0 | 75.0 | 8.3 | 8.3 | 8.3 | 0.0 | 0.0 |
| G | 3.4 | 6.9 | 24.1 | 24.1 | 24.1 | 6.9 | 10.3 | 0.0 | 0.0 |
| H | 25.0 | 0.0 | 0.0 | 25.0 | 25.0 | 12.5 | 0.0 | 12.5 | 0.0 |
| I | 33.3 | 11.1 | 0.0 | 0.0 | 44.4 | 0.0 | 11.1 | 0.0 | 0.0 |
| J | 8.7 | 0.0 | 0.0 | 52.2 | 21.7 | 4.3 | 8.7 | 4.3 | 0.0 |
| K | 4.2 | 0.0 | 0.0 | 41.7 | 12.5 | 16.7 | 25.0 | 0.0 | 0.0 |
| L | 40.0 | 0.0 | 0.0 | 20.0 | 40.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| M | 0.0 | 0.0 | 0.0 | 66.7 | 16.7 | 8.3 | 8.3 | 0.0 | 0.0 |
| N | 33.3 | 0.0 | 0.0 | 50.0 | 0.0 | 16.7 | 0.0 | 0.0 | 0.0 |
| O | 0.0 | 8.3 | 0.0 | 22.2 | 66.7 | 0.0 | 2.8 | 0.0 | 0.0 |
| P | 25.0 | 0.0 | 0.0 | 50.0 | 25.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Q | 7.3 | 7.3 | 2.4 | 53.7 | 29.3 | 0.0 | 0.0 | 0.0 | 0.0 |
| R | 37.5 | 6.3 | 0.0 | 12.5 | 43.8 | 0.0 | 0.0 | 0.0 | 0.0 |
| S | 20.0 | 0.0 | 0.0 | 20.0 | 60.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| T | 0.0 | 2.1 | 2.1 | 12.8 | 76.6 | 4.3 | 2.1 | 0.0 | 0.0 |
| U | 10.0 | 0.0 | 0.0 | 45.0 | 15.0 | 15.0 | 15.0 | 0.0 | 0.0 |
| $\bar{X}$ | 13.1 | 2.6 | 1.4 | 35.1 | 35.3 | 6.5 | 5.2 | 0.9 | 0.0 |
| S | 13.8 | 4.1 | 5.3 | 19.2 | 21.0 | 6.9 | 7.2 | 2.8 | 0.0 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action
R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action
RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

made a decision in the latter category in this operational area. Only three boards made decisions in each of the Policy-Level Correcting and Residual-Level Monitoring categories.

## Curriculum and Instruction Decisions

Relative decision emphasis placed on the nine control categories for the Curriculum and Instruction operational area is illustrated in Figure XXXII.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 7.5 | 5.9 | 1.5 |
| Routine Administrative | 28.6 | 46.1 | 5.4 |
| Residual | 0.0 | 0.3 | 0.0 |

FIGURE XXXII

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES: CURRICULUM AND INSTRUCTION DECISIONS*

As a whole, this area was given least overall emphasis of all the operational areas in this study. Referring back to data described in Chapter V, it accounted for only 3 percent of all the decisions which were categorized. Thus in each of the control categories, there are several examples of instances where no decisions have been made. However, Routine-Level Monitoring decisions and Routine-Level Standard-Setting were again responsible for the greater share of those decisions that were made in the area of Curriculum and Instruction. Individual categories are described below in terms of the emphasis devoted to them by the total number of school boards.

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*One school board made no decisions in this operational area. However this board was counted in calculation of mean decision emphasis.

Policy-Level Standard-Setting in the Curriculum and Instruction operational area was related to decisions such as the statement of a board's position on Curriculum Development projects involving the University, the Department of Education and school boards. The following decision constitutes another example of a Policy-Level Standard-Setting categorization in this area:

> Whereas the Board has requested an examination of "the teaching of language and computional skills and the levels of student competence in the same" (December 10, 1974),
> And Whereas the Board has increased its support of learning assistance programs over the past two years,
> And Whereas the Professional Development and Curriculum Centre staffing reflects a response to the needs in language arts,
> Be It Resolved that the Board of School Trustees consider the teaching of basic skills, particularly the teaching of language as a matter of high priority in the 1975-76 school term.

Relative emphasis for this category constituted 7.5 percent of Curriculum and Instruction decisions (slightly more than the overall decision emphasis for this category).

Policy-Level Monitoring actions included, for example, the examination and block approval of 15 locally developed courses for the school system for the year. These decisions accounted for 5.9 percent of decisions in this area, and represented a greater degree of emphasis upon this particular category than was the case with any of the other operational areas.

Policy-Level Correcting decisions were responsible for 1.5 percent of Curriculum and Instruction decisions and received less emphasis than did Policy level decisions for the other two control dimensions. It received a similar degree of emphasis to that given in the operational areas described above. As an example of a Policy-Level Correcting categorization, the board decided to examine steps for the "improvement of literacy and numeracy in the District."

Routine-Level Standard-Setting involved such decisions as the decision made by one board to make specific efforts to try to continue a French program in a particular school. Routine-Level Standard-Setting involved 28.6 percent of decisions in this operational area, and constituted the second most emphasized control category (as was the case with each of the other operational areas).

Routine-Level Monitoring was again the most highly emphasized of the nine control categories, though the emphasis was less than it was for this category for the total number of decisions. In this instance, 46.1 percent of Curriculum and Instruction actions were of a Routine-Level Monitoring nature. Frequent decisions in this category were such decisions as the approval of a locally developed (integrated) curriculum for a particular school and the decision, after examination, to reject an "Urban Education" program.

Routine-Level Correcting decisions constituted 5.4 percent of Curriculum and Instruction decisions. This was quite similar to the degree of emphasis on this category in the areas previously described. Related decisions pertained to actions such as the decision to negotiate with the Department on proposals which have been turned down concerning "special education approvals."

With respect to Residual-Level Standard-Setting, Monitoring and Correcting, all three were given very little, if any, emphasis by school boards in their decision-making in this operational area.

The degree to which the nine control categories were emphasized in school board decisions in the Curriculum and Instruction area is illustrated in Table 29.

Though boards were, for the greater part, in agreement in terms of the two categories which received greatest decision emphasis (i.e. Routine-Level Standard-Setting and Routine-Level Monitoring) there was again some considerable variation between boards in the degree of emphasis placed on these categories.

A noteworthy point with regard to decision emphasis on the three Residual level control categories concerns the minimal attention given to these categories by school boards when making decisions in the Curriculum and Instruction operational area. None of the 21 boards in the study sample made a decision in either the Residual-Level Standard-Setting or the Residual-Level Correcting categories, while only one board made decisions in the Residual-Level Monitoring category.

In addition, the Policy-Level Correcting category was also given little emphasis amongst the total group of boards, for only three boards made decisions of that nature in this operational area. Though Policy-Level Standard-Setting received 7.5 percent of the

# TABLE 29

## CURRICULUM AND INSTRUCTION: RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES FOR 21 SCHOOL BOARDS

| School Board | Control Category* | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
| A | 5.6 | 5.6 | 11.1 | 33.3 | 38.9 | 0.0 | 0.0 | 5.6 | 0.0 |
| B | 0.0 | 0.0 | 0.0 | 33.3 | 66.7 | 0.0 | 0.0 | 0.0 | 0.0 |
| C | 25.0 | 0.0 | 0.0 | 25.0 | 50.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| D | 0.0 | 0.0 | 0.0 | 50.0 | 50.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| E | 0.0 | 5.3 | 5.3 | 21.1 | 68.4 | 0.0 | 0.0 | 0.0 | 0.0 |
| F | 0.0 | 0.0 | 0.0 | 50.0 | 50.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| G | 25.0 | 0.0 | 0.0 | 25.0 | 25.0 | 25.0 | 0.0 | 0.0 | 0.0 |
| H | 11.1 | 11.1 | 0.0 | 11.1 | 55.6 | 11.1 | 0.0 | 0.0 | 0.0 |
| I | 11.1 | 22.2 | 0.0 | 0.0 | 55.6 | 11.1 | 0.0 | 0.0 | 0.0 |
| J | 0.0 | 0.0 | 0.0 | 46.2 | 53.8 | 0.0 | 0.0 | 0.0 | 0.0 |
| K | 0.0 | 0.0 | 14.3 | 14.3 | 57.1 | 14.3 | 0.0 | 0.0 | 0.0 |
| L | 50.0 | 50.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| M | 0.0 | 0.0 | 0.0 | 100.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| N | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| O | 10.0 | 0.0 | 0.0 | 30.0 | 50.0 | 10.0 | 0.0 | 0.0 | 0.0 |
| P | 0.0 | 0.0 | 0.0 | 66.7 | 16.7 | 16.7 | 0.0 | 0.0 | 0.0 |
| Q | 6.3 | 12.5 | 0.0 | 18.8 | 56.3 | 6.3 | 0.0 | 0.0 | 0.0 |
| R | 0.0 | 0.0 | 0.0 | 23.1 | 76.9 | 0.0 | 0.0 | 0.0 | 0.0 |
| S | 0.0 | 18.2 | 0.0 | 18.2 | 63.6 | 0.0 | 0.0 | 0.0 | 0.0 |
| T | 9.1 | 0.0 | 0.0 | 9.1 | 78.8 | 3.0 | 0.0 | 0.0 | 0.0 |
| U | 5.0 | 0.0 | 0.0 | 25.0 | 55.0 | 15.0 | 0.0 | 0.0 | 0.0 |
| $\bar{X}$ | 7.5 | 5.9 | 1.5 | 28.6 | 46.1 | 5.4 | 0.0 | 0.3 | 0.0 |
| S | 12.4 | 12.1 | 3.9 | 24.0 | 24.1 | 7.5 | 0.0 | 1.2 | 0.0 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action

R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action

RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

decision emphasis, this emphasis varied quite considerably and 11 of the boards made no decisions at all in this category. Similarly, 14 boards made no Policy-Level Monitoring decisions.

Finance and Business Management Decisions

Decisions made in the area of Finance and Business Management were more equitably distributed according to control category than was the case with any of the other operational areas. However, decisions concerning Residual level control were still given only slight emphasis. The distribution of emphasis according to control category for this operational area is illustrated in Figure XXXIII.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 10.2 | 2.6 | 15.8 |
| Routine Administrative | 25.5 | 35.0 | 9.2 |
| Residual | 0.8 | 0.8 | 0.2 |

FIGURE XXXIII

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES:
FINANCE AND BUSINESS MANAGEMENT DECISIONS

Policy-Level Standard-Setting in the area of Finance and Business Management concerned such decisions as the setting down of criteria regarding rates of pay for substitute teachers, the authorization of the accreditation of the B.C.S.T.A. as salary bargaining representative for the district, and the establishment of the business procedures of the board in relation to signing and delivering stocks and bonds, banking procedures, etc.. Decisions of this nature accounted for 10.2 percent of Finance and Business Management decisions.

Policy-Level Monitoring decisions involved 2.6 percent of decisions made in this area, and this is generally in keeping with the emphasis placed upon this category in other operational areas. Perhaps the most common decision made under this category pertained to the examination and approval of budgets and annual financial statements.

Policy-Level Correcting involved such actions as the passing of a bylaw changing the method of borrowing from bank borrowing to debenture debt, the passing of a bylaw providing for an increase in the mill rate for a district, and the amendment of an existing policy concerning financial assistance to students. It is noteworthy that the high degree of emphasis placed upon Policy-Level Correcting in this operational area was considerably greater than the emphasis placed on this category in the other operational areas. In this instance, 15.8 percent of the total Finance and Business Management decisions were of a Policy-Level Correcting nature. This was also greater than the emphasis given to the other two categories of Policy-Level control in this area.

Routine-Level Standard-Setting was again the second most highly emphasized of the control categories, and in this instance concerned 25.5 percent of the total decisions in this operational area. Decisions relating to this category included the decision to present a school board scholarship for $250; the decision to levy an additional text-book fee for students; and the decision to support an elementary school ski program.

Routine-Level Monitoring was emphasized less in this operational area than in any of the other areas. However, it still was emphasized more than the other control categories in Finance and Business Management decisions. Of the total decisions made in this area, 35.0 percent were of a Routine-Level Monitoring nature. Decisions in this category involved, very frequently, the approval of monthly expenditures, the approval of payment of B.C.S.T.A. dues, etc.

Routine-Level Correcting pertained to 9.2 percent of Finance and Business Management decisions. Examples of decisions categorized in this way were: the decision to raise trustee insurance liability; the decision to dispose of an old bus by tender; and the decision to borrow money to restore part of a school destroyed by fire.

Residual-Level Standard-Setting involved such decisions as the decision to pay a trustee the honorarium for a meeting he missed. Of the total decisions in the Finance and Business area, only 0.8 percent were represented by Residual-Level Standard-Setting considerations.

Residual-Level Monitoring decisions also accounted for 0.8 percent of Finance and Business Management decisions and pertained to decisions such as the approval of the application of a student for boarding allowance.

Residual-Level Correcting decisions, as with all of the other operational areas, were minimally emphasized in the Finance and Business Management area. In this instance Residual-Level Correcting decisions represented 0.2 percent of the total. These concerned, for example, changing the wording of a borrowing authorization and approving a "contract change" in order to have a padlock latch installed on a door in a junior-secondary school.

The degree to which control categories were represented in Finance and Business Management decisions is illustrated in Table 30 as it pertains to individual boards in the study sample.

The heavier emphasis on Routine-Level Standard-Setting and Routine-Level Monitoring which recurred upon examination of distribution of decisions according to control category for each operational area was once again evident in Finance and Business Management decisions. Most of the boards, when investigated individually, tended to agree with the prominence accorded to the above two categories in this area. However, as indicated earlier, there was a lower emphasis on Routine-Level Monitoring decisions than was the case with other operational areas. Individual boards for the most part reflected this trend.

With regard to the relatively strong emphasis placed on Policy-Level Correcting decisions for the Finance and Business Management area, emphasis in this category by individual boards varied quite considerably and ranged from 1.8 percent to 56.6 percent of decisions in this area. Individual boards did, however, seem to direct the greater percentage of their decisions to this category despite the inconsistencies in emphasis. Sixteen of the boards placed

## TABLE 30

### FINANCE AND BUSINESS MANAGEMENT: RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES FOR 21 SCHOOL BOARDS

| School Board | Control Category* | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
| A | 8.9 | 3.8 | 16.5 | 21.5 | 35.4 | 13.9 | 0.0 | 0.0 | 0.0 |
| B | 14.6 | 2.4 | 17.1 | 29.3 | 21.9 | 12.2 | 0.0 | 0.0 | 2.4 |
| C | 6.7 | 3.3 | 30.0 | 6.7 | 43.3 | 10.0 | 0.0 | 0.0 | 0.0 |
| D | 4.4 | 0.0 | 6.3 | 26.6 | 50.2 | 9.2 | 0.0 | 3.3 | 0.0 |
| E | 13.2 | 1.9 | 56.6 | 20.8 | 3.8 | 3.8 | 0.0 | 0.0 | 0.0 |
| F | 15.6 | 4.4 | 6.7 | 26.7 | 40.0 | 6.7 | 0.0 | 0.0 | 0.0 |
| G | 14.9 | 0.0 | 17.6 | 21.6 | 31.1 | 14.9 | 0.0 | 0.0 | 0.0 |
| H | 8.7 | 1.4 | 23.2 | 27.5 | 29.0 | 7.2 | 1.4 | 1.4 | 0.0 |
| I | 12.5 | 5.6 | 8.3 | 20.8 | 52.8 | 0.0 | 0.0 | 0.0 | 0.0 |
| J | 9.0 | 0.0 | 11.2 | 32.6 | 31.5 | 11.2 | 2.2 | 2.2 | 0.0 |
| K | 9.8 | 2.4 | 7.3 | 35.4 | 25.6 | 7.3 | 9.1 | 3.0 | 0.0 |
| L | 14.0 | 6.0 | 14.0 | 34.0 | 24.0 | 6.0 | 2.0 | 0.0 | 0.0 |
| M | 6.5 | 0.0 | 14.5 | 35.5 | 37.1 | 6.5 | 0.0 | 0.0 | 0.0 |
| N | 8.2 | 0.0 | 24.7 | 28.8 | 20.5 | 15.1 | 1.4 | 1.4 | 0.0 |
| O | 6.1 | 3.5 | 13.9 | 20.0 | 43.5 | 9.6 | 0.0 | 3.5 | 0.0 |
| P | 19.3 | 5.3 | 1.8 | 27.8 | 42.1 | 8.8 | 0.0 | 0.0 | 0.0 |
| Q | 9.4 | 4.7 | 23.0 | 32.9 | 17.4 | 11.3 | 0.5 | 0.0 | 0.9 |
| R | 14.5 | 4.8 | 9.6 | 26.5 | 28.9 | 15.7 | 0.0 | 0.0 | 0.0 |
| S | 8.5 | 0.9 | 8.5 | 29.2 | 43.4 | 9.4 | 0.0 | 0.0 | 0.0 |
| T | 3.3 | 3.3 | 7.4 | 5.0 | 78.5 | 2.5 | 0.0 | 0.0 | 0.0 |
| U | 5.9 | 1.2 | 12.9 | 31.8 | 34.1 | 12.9 | 0.0 | 1.2 | 0.0 |
| $\bar{x}$ | 10.2 | 2.6 | 15.8 | 25.5 | 35.0 | 9.2 | 0.8 | 0.8 | 0.2 |
| S | 4.2 | 2.1 | 11.7 | 8.2 | 15.3 | 4.2 | 2.0 | 1.2 | 0.6 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action

R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action

RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

greater emphasis on this than upon the other two Policy-Level control categories.

The lack of emphasis on each of the Residual-Level control categories for the Finance and Business Management area is noteworthy. While the overall emphasis was low in these categories, only 6 boards made Residual-Level Standard-Setting decisions, 7 boards made Residual-Level Monitoring decisions and only two made decisions in the Residual-Level Correcting category.

School Plant Decisions

Data concerning school board relative decision emphasis on the nine control categories relating to School Plant decisions are described in Figure XXXIV.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 10.4 | 4.5 | 4.1 |
| Routine Administrative | 22.8 | 42.7 | 10.9 |
| Residual | 2.8 | 1.5 | 0.5 |

FIGURE XXXIV

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES:
SCHOOL PLANT DECISIONS

As data in Figure XXXIV illustrate, decision emphasis was relatively well distributed according to control category in the area of School Plant (in comparison, that is, to the distribution of these categories in other operational areas).

Policy-Level Standard-Setting was emphasized to a greater extent in this operational area than in most of the other areas, and this category was responsible for 10.4 percent of School Plant decisions. Under this category were decisions establishing policy concerning the donation of equipment to schools and establishing policy that "principals must consult with the maintenance supervisor before making any alterations to playgrounds, especially during winter."

Policy-Level Monitoring decisions also received greater emphasis in the area of School Plant than they did in any other operational area with the exception of Curriculum and Instruction. Of the total number of decisions made in the area of School Plant, 4.5 percent were of a Policy-Level Monitoring nature. These involved, for example, the hiring of the services of an architectural firm to assess the architectural structure of a school and plan for additions, the decision to review the condition of educational facilities in the district, and the establishment of a Professional Task Force to study and report on ways and means of maximizing the educational use of "core-area" facilities.

Policy-Level Correcting was again given greater emphasis in comparison to other operational areas, with the exception of the strong emphasis it received in Finance and Business Management decisions. Policy-Level Correcting decisions accounted for 4.1 percent of the decisions made in the area of School Plant. As an example of a decision included in this category, one board decided on the establishment of a bylaw prohibiting loiterers and undesirable visitors on school property.

Routine-Level Standard-Setting pertained to such decisions as the determination of what groups shall use a school auditorium and when they may use it, and the approval of a request to house a band in a school gym on a specific evening, subject to several conditions. These conditions were as follows:

1. adequate supervision of band members while in the building must be available at all times;
2. assuming that it is a mixed band, boys and girls must occupy separate sleeping areas;
3. the board accepts no responsibility for liability for accidents etc.;
4. the band committee must accept responsibility for accidents etc.;
5. the building must be left in a clean and tidy condition following conclusion of occupancy;
6. use of the building is restricted to the areas as requested, and appropriate toilet facilities.

Of the total number of decisions made in the area of School Plant, 22.8 percent pertained to Routine-Level Standard-Setting. This again constituted the second most highly emphasized control category.

Routine-Level Monitoring decisions were once more responsible for the greatest decision emphasis. Such actions as appeared in this category were the decision to allow the regional library to store books in a school library, the decision to investigate the possibility of building a bus shelter, and the decision to look into the nutritional value of food sold in school vending machines in the district. In the area of School Plant, Routine-Level Monitoring decisions were responsible for 42.7 percent of the total decisions made.

Routine-Level Correcting pertained to such decisions as the decision to meet with "the town" concerning the problem of poor drainage at a school site, the decision to approach the Department regarding increasing the size of a school and adding more facilities, and the decision to investigate a heating problem at a school. Of the total decisions in the School Plant operational area, 10.9 percent pertained to Routine-Level Correcting. This represented a greater degree of emphasis on this category than was the case with any of the other operational areas.

Residual-Level Standard-Setting decisions involved 2.8 percent of decisions in the School Plant operational area. The following three decisions are examples of actions placed in this category: the naming of a new school; the decision that a sod-turning ceremony be held relative to the addition to a school; and the donation of an obsolete gestetner to the Home and School Association.

Residual-Level Monitoring pertained to such decisions as the granting of permission for a local music society to store a grand piano at a school. Residual-Level Monitoring decisions accounted for 1.5 percent of those made in the area of School Plant.

Residual-Level Correcting was again given least emphasis of the nine control categories. Although this category was given slightly more emphasis in School Plant decisions than in any other operational area, it still represented only 0.5 percent of the total School Plant decisions. Related decisions were the decision to have maintenance men remove obscenities from a school wall and the decision to change the name of a school.

The relative decision emphasis placed by individual boards on the nine control categories for the area of School Plant is illustrated in Table 31.

Individual boards were largely in accordance with the overall indication that Routine-Level Monitoring decisions were given less prominence than they were in other operational areas, while there was a more even distribution of emphasis on other categories than was the case with other operational areas. In fact, 7 boards gave greater decision emphasis to another control category in their decisions in this area.

With regard to the relatively high emphasis placed on Routine-Level Correcting in this area, there was quite a considerable degree of variation between boards, and emphasis ranged from zero to 25.8 percent of total decisions.

Sixteen of the 21 boards gave greater emphasis to Policy-Level Standard-Setting than they did to the other two Policy-Level control categories. Emphasis also varied quite considerably between boards in this category and the range varied from zero (four boards) to 30 percent.

The category which received least decision attention in School Plant decisions, Residual-Level Correcting, also received consistently minimal attention among individual boards. Only three boards made decisions appropriate to that category in School Plant decisions. Six boards made decisions in the Residual-Level Monitoring category, while 10 boards made decisions in the Residual-Level Standard-Setting category.

## TABLE 31

## SCHOOL PLANT: RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES FOR 21 SCHOOL BOARDS

| School Board | Control Category* | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
| A | 16.0 | 4.0 | 16.0 | 0.0 | 28.0 | 24.0 | 0.0 | 12.0 | 0.0 |
| B | 25.0 | 12.5 | 0.0 | 25.0 | 12.5 | 25.0 | 0.0 | 0.0 | 0.0 |
| C | 5.9 | 5.9 | 5.9 | 0.0 | 76.5 | 0.0 | 5.9 | 0.0 | 0.0 |
| D | 0.0 | 0.0 | 6.7 | 20.0 | 53.3 | 20.0 | 0.0 | 0.0 | 0.0 |
| E | 18.8 | 6.3 | 18.8 | 12.5 | 18.8 | 6.3 | 18.8 | 0.0 | 0.0 |
| F | 5.6 | 0.0 | 0.0 | 22.2 | 61.1 | 11.1 | 0.0 | 0.0 | 0.0 |
| G | 12.9 | 3.2 | 6.5 | 9.7 | 38.7 | 25.8 | 3.2 | 0.0 | 0.0 |
| H | 15.0 | 20.0 | 0.0 | 25.0 | 25.0 | 10.0 | 5.0 | 0.0 | 0.0 |
| I | 15.4 | 15.4 | 7.7 | 7.7 | 38.5 | 15.4 | 0.0 | 0.0 | 0.0 |
| J | 3.9 | 2.6 | 1.3 | 38.2 | 40.8 | 5.3 | 2.6 | 3.9 | 1.3 |
| K | 7.9 | 2.0 | 1.0 | 31.7 | 29.7 | 14.9 | 5.9 | 3.0 | 4.0 |
| L | 21.1 | 0.0 | 0.0 | 31.6 | 31.6 | 5.3 | 5.3 | 0.0 | 5.3 |
| M | 9.4 | 9.4 | 0.0 | 43.8 | 25.0 | 3.1 | 6.3 | 3.1 | 0.0 |
| N | 5.9 | 0.0 | 0.0 | 41.2 | 41.2 | 11.8 | 0.0 | 0.0 | 0.0 |
| O | 9.1 | 0.0 | 0.0 | 22.7 | 54.5 | 9.1 | 0.0 | 4.5 | 0.0 |
| P | 30.0 | 0.0 | 0.0 | 10.0 | 60.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Q | 8.8 | 3.8 | 5.0 | 32.5 | 42.5 | 7.5 | 0.0 | 0.0 | 0.0 |
| R | 0.0 | 0.0 | 13.3 | 26.7 | 46.7 | 13.3 | 0.0 | 0.0 | 0.0 |
| S | 0.0 | 5.6 | 0.0 | 33.3 | 55.6 | 0.0 | 0.0 | 5.6 | 0.0 |
| T | 0.0 | 3.2 | 0.0 | 17.7 | 69.4 | 8.1 | 1.6 | 0.0 | 0.0 |
| U | 6.7 | 0.0 | 3.3 | 26.7 | 46.7 | 13.3 | 3.3 | 0.0 | 0.0 |
| $\overline{X}$ | 10.4 | 4.5 | 4.1 | 22.8 | 42.7 | 10.9 | 2.8 | 1.5 | 0.5 |
| S | 8.5 | 5.6 | 5.7 | 12.6 | 16.7 | 7.9 | 4.4 | 3.0 | 1.4 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action
R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action
RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

School Board Business Decisions

Decision emphasis on control categories in the School Board Business operational area focused quite strongly on the three Routine-Level control categories. This relative emphasis is depicted in Figure XXXV.

| | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|
| | % | % | % |
| Policy-Oriented | 2.0 | 0.7 | 1.1 |
| Routine Administrative | 23.3 | 61.6 | 10.2 |
| Residual | 0.9 | 0.1 | 0.1 |

FIGURE XXXV

RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES: SCHOOL BOARD BUSINESS DECISIONS

Policy-Level Standard-Setting decisions in this area represented 2.0 percent of School Board Business decisions. This category was given less emphasis in this operational area that it had been given in any of the others. Related decisions placed in this category included the establishment of criteria by a board governing the election of trustees (the establishment of times, places, polling stations, personnel, etc.).

Policy-Level Monitoring was also less emphasized in this area than in any other, and accounted for only 0.7 percent of School Board Business decisions. In terms of an example of a decision categorized in this way, one board decided to undertake a "study of its role and function":

> with particular reference to its participation in the development of educational philosophies and priorities for the district; and to the adequacy and efficiency of its committee structure; and further, that a board committee, to be composed of the Chairman, Trustees, the Superintendent and the Secretary Treasurer file an interim report suggesting in general terms areas that might be explored further; and that this be a topic for an educational meeting.

Policy-Level Correcting decisions were also relatively poorly emphasized in this operational area, involving only 1.1 percent of School Board Business decisions. Such decisions concerned, for example, the revision of policy concerning board meeting times, the deletion of an existing policy and the formulation of another policy relating to the election of trustees.

Routine-Level Standard-Setting concerned decisions such as the setting up of places and dates for a trustees' workshop. These accounted for 23.3 percent of School Board Business decisions, and once again constituted the second most heavily emphasized of the nine control categories.

Routine-Level Monitoring represented the category which received the highest level of decision emphasis in School Board Business decisions. This category accounted for 61.6 percent of the total in this area and involved actions such as the receipt and filing of a letter of resignation from a board member and the adoption of the report of a local branch meeting of the B.C.S.T.A..

Routine-Level Correcting pertained to such decisions as the decision to move a board meeting to another date, the making of changes in minutes, and the decision that "the board resubmit its previous suggestions to the local branch of the Trustees' Association, reporting changes to the Association's By Laws to provide more continuity of officers." Of the total decisions in the School Board Business operational area, 10.2 percent were of a Routine-Level Correcting nature.

Residual-Level Standard-Setting decisions involved 0.9 percent of those made in this area. These related, for example, to the decision of a board to participate in a hospitality suite at an annual convention at a rate of $10 per member, the decision to invite a former trustee to a retirement dinner, and the decision to invite an individual to attend a board meeting.

Residual-Level Monitoring decisions in the area of School Board Business involved only 0.1 percent of the decisions in this area. They pertained to such decisions as the decision, in response to an invitation, to ask the Board Chairman to represent the board at a local school's "open house."

Residual-Level Correcting decisions likewise accounted for only 0.1 percent of School Board Business decisions. Under this category, one board decided to advise the Local Branch of the B.C.S.T.A. of the board's disappointment with prices and services at a lodge where a seminar was held.

The relative emphasis placed upon the nine control categories in the area of School Board Business is illustrated for each board in Table 32.

As the data contained in Table 32 indicate, individual boards

## TABLE 32

### SCHOOL BOARD BUSINESS: RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES FOR 21 SCHOOL BOARDS

| School Board | Control Category* | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | P—SS | P—M | P—TCA | R—SS | R—M | R—TCA | RES—SS | RES—M | RES—TCA |
| A | 0.7 | 0.0 | 0.0 | 36.5 | 29.9 | 30.7 | 1.5 | 0.7 | 0.0 |
| B | 0.0 | 0.0 | 0.0 | 2.9 | 85.7 | 11.4 | 0.0 | 0.0 | 0.0 |
| C | 0.0 | 0.0 | 7.1 | 14.3 | 78.6 | 0.0 | 0.0 | 0.0 | 0.0 |
| D | 6.1 | 0.0 | 0.0 | 40.8 | 49.0 | 4.1 | 0.0 | 0.0 | 0.0 |
| E | 0.0 | 0.0 | 0.0 | 2.6 | 94.8 | 2.6 | 0.0 | 0.0 | 0.0 |
| F | 0.0 | 0.0 | 0.0 | 9.5 | 76.2 | 9.5 | 4.8 | 0.0 | 0.0 |
| G | 5.0 | 0.0 | 0.0 | 30.0 | 60.0 | 5.0 | 0.0 | 0.0 | 0.0 |
| H | 2.3 | 0.0 | 2.3 | 22.7 | 54.5 | 18.2 | 0.0 | 0.0 | 0.0 |
| I | 0.0 | 0.0 | 0.0 | 7.8 | 88.2 | 2.0 | 1.9 | 0.0 | 0.0 |
| J | 0.0 | 1.5 | 1.5 | 53.8 | 30.8 | 6.2 | 4.6 | 0.0 | 1.5 |
| K | 6.6 | 0.0 | 3.3 | 18.0 | 42.6 | 27.9 | 1.6 | 0.0 | 0.0 |
| L | 0.0 | 0.0 | 0.0 | 8.7 | 78.3 | 13.0 | 0.0 | 0.0 | 0.0 |
| M | 6.3 | 6.3 | 0.0 | 6.3 | 75.0 | 6.3 | 0.0 | 0.0 | 0.0 |
| N | 0.0 | 0.0 | 4.1 | 12.2 | 79.6 | 4.1 | 0.0 | 0.0 | 0.0 |
| O | 2.2 | 2.2 | 0.0 | 42.2 | 35.6 | 17.8 | 0.0 | 0.0 | 0.0 |
| P | 0.0 | 0.0 | 0.0 | 17.2 | 75.9 | 6.9 | 0.0 | 0.0 | 0.0 |
| Q | 2.5 | 1.3 | 2.5 | 48.8 | 35.0 | 5.0 | 5.0 | 0.0 | 0.0 |
| R | 4.6 | 1.5 | 0.0 | 43.1 | 47.7 | 3.1 | 0.0 | 0.0 | 0.0 |
| S | 4.0 | 0.0 | 0.0 | 42.0 | 54.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| T | 0.0 | 1.2 | 0.0 | 22.4 | 49.4 | 25.9 | 0.0 | 1.2 | 0.0 |
| U | 2.0 | 0.0 | 2.0 | 8.2 | 73.5 | 14.3 | 0.0 | 0.0 | 0.0 |
| $\bar{X}$ | 2.0 | 0.7 | 1.1 | 23.3 | 61.6 | 10.2 | 0.9 | 0.1 | 0.1 |
| S | 2.4 | 1.5 | 1.9 | 16.6 | 20.4 | 9.2 | 1.6 | 0.3 | 0.3 |

* P—SS: Policy—Setting Standards
P—M: Policy—Monitoring
P—TCA: Policy—Taking Corrective Action

R—SS: Routine—Setting Standards
R—M: Routine—Monitoring
R—TCA: Routine—Taking Corrective Action

RES—SS: Residual—Setting Standards
RES—M: Residual—Monitoring
RES—TCA: Residual—Taking Corrective Action

were for the most part in agreement in terms of the emphasis centered upon control categories at the Routine level. However, the degree of emphasis upon these most heavily emphasized dimensions varied between boards. This variation in emphasis was markedly apparent in the decision emphasis on the Routine-Level Standard-Setting category in which emphasis ranged from 2.6 percent to 53.8 percent of School Board Business decisions.

In the Policy level control categories, 11 of the 21 boards made decisions pertaining to the Policy-Level Standard-Setting category, and only 6 of the 21 boards made decisions in each of the Policy-Level Monitoring and Policy-Level Correcting categories. Thus the underemphasis on these categories was a general trend amongst individual boards.

Likewise, individual boards were in agreement in the little emphasis placed on the Residual level control categories. In this regard, 6 boards made decisions in the Residual-Level Standard-Setting category while two boards made decisions in the Residual-Level Monitoring category and only one board made decisions pertaining to Residual-Level Correcting in this operational area.

## SUMMARY

This chapter has presented a description of control based upon an examination of decisions made according to nine control categories in the light of the total decisions made, and of individual operational areas in educational administration.

For the total decisions, the major decision emphasis was on the Routine-Level Monitoring control category while Routine-Level Standard-Setting constituted the second largest category of emphasis. These accounted for 52.5 percent and 21.2 percent of the total number of decisions respectively. Individual boards were generally in agreement in this respect. The category which was least emphasized was that of Residual-Level Correcting which accounted for only 0.2 percent of the total decisions.

When distributions were examined for different operational areas, it was found that in each area Routine-Level Monitoring and Routine-Level Standard-Setting received prominence in terms of first and second heaviest decision emphasis. The emphasis on Residual-Level Correcting was consistently lower than that given to any of the other control categories.

There were, however, several noteworthy variations in degrees of emphasis between operational areas. It was in the Staff Personnel operational area that the greatest emphasis on Routine-Level Monitoring was placed (68.0 percent of decisions in that area). School Board Business also evidenced strong emphasis in Routine-Level Monitoring decisions (61.6 percent). Of all the operational areas investigated, in fact, School Board Business decisions focused most heavily on the three Routine level control categories as a whole.

In contrast, in the areas of School-Community Relations and Finance and Business Management, school boards devoted 35.3 percent and 35.0 percent respectively to Routine-Level Monitoring decisions. Routine-Level Standard-Setting was emphasized in School-Community Relations decisions to a greater extent than it was in any of the other operational areas, and, in this instance, 35.1 percent of decisions were devoted to it.

Routine-Level Corrective Action was generally not so extensively emphasized as were the other two control categories at the Routine level. This category was least emphasized in the Staff Personnel operational area where 4.3 percent of that area's decisions pertained to it.

In regard to the Policy level control categories, Policy-Level Standard-Setting in most instances received greatest decision emphasis. This category was emphasized to the greatest extent in the School-Community Relations area, where it accounted for 13.1 percent of the decisions. The noteworthy exception to this was the relatively strong emphasis placed on Policy-Level Correcting decisions in the area of Finance and Business Management. In this area, 15.8 percent of the total decisions were categorized as Policy-Level Correcting decisions.

In the Residual level control categories, there were several operational areas in which most of the boards made no decisions in one or more of these categories. Most boards, in the area of Staff Personnel, did make some decisions in the Residual-Level Monitoring category, however, and that category represented 5.1 percent of Staff Personnel decisions. In the School-Community Relations area, the degree of emphasis in the Residual-Level Standard-Setting category represented 5 percent of decisions in that area, although only 10 boards made decisions in that category.

## Chapter IX

## CONTEXTUAL VARIABLES AND SCHOOL BOARD CONTROL

Having developed a framework for describing control at a specific policy level, and having examined school board control in the light of that framework, some relationships concerning control and school district variables are examined in this chapter using the findings determined in the foregoing analysis chapters. The contextual variables examined are School District Size, Local Fiscal Effort, Number of Meetings per Year, Number of Decisions Made per Year and Number of Trustees. Problems relating to these are stated again as follows:

> Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each operational area?
>
> (a) For all decisions, and (b) for each operational area: Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each of the three control dimensions?
>
> (a) For all decisions, and (b) for each operational area: Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each of the three decision levels?
>
> (a) For all decisions, and (b) for each operational area:

Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each of the nine control categories?

With respect to those "significant relationships" which are discussed in this chapter, there is no intent to imply causality between variables. In view of the numerous factors which might influence emphasis upon types of decisions, the relationships studied here are discussed as "possible relationships" or tendencies.

## RELATIONSHIPS CONCERNING CONTEXTUAL VARIABLES

Characteristics of the school districts in the study sample are described in Table 33 in terms of enrolment, finance, the number of meetings held, the number of decisions made and the number of trustees per board.

The sample originally selected for this study had been stratified in terms of the first two columns in this table, namely, School District Size and Local Fiscal Effort. Size ranged quite considerably from an enrolment of 788 to an enrolment of 25,171. There was less disparity among boards in terms of the degree of Local Fiscal Effort they represented. In this regard, the lowest percent for Local Fiscal Effort was 31.6 while the highest was 88.5. The average number of meetings for the boards in the study sample was 18 for the calendar year 1975 and this ranged from 10 to 38 meetings for the year. There was a wide range in the total number of decisions made by boards for that year, and that number varied considerably

## TABLE 33

## CONTEXTUAL VARIABLES CONCERNING BOARDS IN THE STUDY SAMPLE (1975)

| School Board | District Size (Enrolment) | Local Fiscal Effort (Percent) | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
|---|---|---|---|---|---|
| A | 7,586 | 46.9 | 20 | 595 | 7 |
| B | 788 | 40.3 | 12 | 128 | 5 |
| C | 2,570 | 48.9 | 12 | 98 | 7 |
| D | 1,720 | 31.6 | 22 | 271 | 7 |
| E | 18,747 | 53.7 | 38 | 293 | 9 |
| F | 1,880 | 47.0 | 18 | 166 | 7 |
| G | 2,790 | 82.6 | 12 | 214 | 7 |
| H | 2,202 | 56.7 | 22 | 238 | 9 |
| I | 7,492 | 68.5 | 17 | 217 | 5 |
| J | 3,656 | 59.9 | 12 | 498 | 9 |
| K | 8,052 | 47.9 | 21 | 619 | 7 |
| L | 6,310 | 45.5 | 15 | 145 | 7 |
| M | 2,843 | 38.4 | 12 | 197 | 7 |
| N | 3,423 | 40.0 | 23 | 244 | 7 |
| O | 1,536 | 81.2 | 11 | 398 | 7 |
| P | 1,353 | 50.8 | 10 | 161 | 7 |
| Q | 24,662 | 48.3 | 21 | 597 | 9 |
| R | 1,113 | 88.5 | 24 | 287 | 5 |
| S | 5,550 | 59.9 | 22 | 283 | 7 |
| T | 25,171 | 68.0 | 21 | 557 | 5 |
| U | 3,160 | 73.1 | 18 | 417 | 7 |
| $\overline{x}$ | 6,314 | 56.1 | 18 | 315 | 7 |
| S | 7,348 | 15.7 | 6.5 | 168 | 1.2 |

among boards from 98 decisions to 619 decisions. Finally, the number of trustees per board constituted either 5, 7 or 9. Four boards had 5 trustees, thirteen had 7, and four had 9.

In investigating for possible relationships between the variables described in Table 33, Pearson Correlation Coefficients were calculated for each pair of variables. These correlations are presented in Table 34.

TABLE 34

CORRELATIONS CONCERNING FIVE CONTEXTUAL VARIABLES
FOR 21 SCHOOL BOARDS

| | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
|---|---|---|---|---|---|
| District Size | 1.0 | -.004 | .49* | .56* | .16 |
| Local Fiscal Effort | | 1.0 | -.05 | .15 | -.24 |
| Regular Meetings Held | | | 1.0 | .25 | .23 |
| No. of Decisions Made | | | | 1.0 | .21 |
| No. of Trustees | | | | | 1.0 |

* $p \leq .01$

As data contained in Table 34 illustrate, there appears to be very little relationship between the size of a district and the Local Fiscal Effort it generates. In addition, contrary to what one might expect, there was little relationship between the size of the districts studied and the number of trustees serving on their boards. However, the data do indicate relationships, significant at the .01 level, between District Size and the number of regular meetings held by a board; and between District Size and the number of decisions made during the calendar year.

It appeared that little relationship existed between Local Fiscal Effort and the number of meetings held, the number of decisions made and the number of trustees on the school boards in the study, although there was a slight negative correlation between Local Fiscal Effort and the number of trustees on school boards.

There was no evidence of a significant relationship between the number of regular meetings held and the number of decisions made by boards in this study. Similarly, there existed no significant relationship between the number of trustees and the number of meetings held, or the number of decisions made.

## CONTEXTUAL VARIABLES AND EMPHASIS ON OPERATIONAL AREAS

Data pertaining to possible relationships between the variables described above and decision emphasis on operational areas are presented in Table 35.

There emerged a correlation of .43 between School District Size and the relative emphasis placed on Curriculum and Instruction decisions. This points to the possibility that the boards of larger districts might place greater relative emphasis on Curriculum and Instruction decisions.

## TABLE 35

## CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON OPERATIONAL AREAS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Operational Area | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Staff Personnel | -.19 | -.10 | -.10 | .47* | -.04 |
| Pupil Personnel | -.13 | .21 | -.02 | .03 | .31 |
| School Community Relations | .17 | .40* | -.16 | .19 | -.05 |
| Curriculum and Instruction | .43* | .46* | .34 | .11 | -.05 |
| Finance and Business Management | -.20 | -.06 | -.35 | -.53** | -.18 |
| School Plant | .12 | -.15 | -.37* | .06 | .25 |
| School Board Business | .20 | -.11 | .63* | -.17 | -.04 |

* p ≤ .05
** p ≤ .01

Concerning Local Fiscal Effort, a noteworthy finding concerned the correlation of .40 between that contextual variable and the relative decision emphasis placed upon School-Community Relations decisions. In addition, there was a correlation of .46 between Local Fiscal Effort and the relative emphasis devoted to Curriculum and Instruction decisions.

In regard to the other contextual variables, there emerged a correlation of .63 between the number of regular meetings held and the relative degree to which School Board Business received emphasis. The number of regular meetings correlated negatively (-.37) with the degree to which School Plant decisions were emphasized. This pointed to the possibility that the greater the number of meetings a board held during the year, the less decisions pertaining to School Plant were emphasized in relation to other operational areas. From a correlation of .47 the suggestion emerged that the greater the number of decisions made, the more decisions relating to Staff Personnel received emphasis. Further, a correlation of -.53 between Finance and Business Management and number of decisions made indicated that the more decisions boards made in the year, the less they emphasized Finance and Business Management in proportion to the total number of decisions. There were no statistically significant correlations between the number of trustees and the relative extent to which operational areas were emphasized.

## CONTEXTUAL VARIABLES AND EMPHASIS ON CONTROL DIMENSIONS

Correlations between contextual variables of school boards in the study sample and the degree to which boards emphasized the three control dimensions in their decision-making are illustrated in Table 36.

TABLE 36

CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Dimension | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | -.30 | -.12 | -.30 | -.03 | .32 |
| Monitoring | .25 | .16 | .24 | -.01 | -.47* |
| Taking Corrective Action | -.01 | -.12 | .00 | .08 | .44* |

* $p < .05$

Concerning the two major contextual variables examined in this study, there were no significant correlations found between these contextual variables (School District Size and Local Fiscal Effort) and the relative emphasis placed by boards on the three control dimensions. Table 36 illustrates these levels of correlation. There was a negative correlation of -.30, however, between School District Size and the degree to which Setting Standards were emphasized, and a positive correlation of .25 between District Size and emphasis on Monitoring decisions. Though not statistically significant, these indicated a tendency for boards of smaller districts to be inclined to place greater emphasis upon Setting Standards and to be less inclined to emphasize Monitoring decisions.

When three additional contextual variables were correlated with degree of emphasis placed by boards on control dimensions, two significant correlations emerged in regard to the number of trustees per board. It was found that Number of Trustees correlated significantly negatively with the relative emphasis placed by boards on Monitoring decisions, while that contextual variable correlated significantly and positively with the degree to which boards emphasized Corrective Action. These correlations were -.47 and .44 respectively. The indication from these latter correlations is that the more trustees a board had, the less it emphasized Monitoring decisions and the more it gave prominence to Corrective Action, and, to a lesser extent, Standard Setting (as a correlation of .32 indicates).

## Staff Personnel Decisions

Table 37 presents data pertaining to possible relationships between school board contextual variables and the degree to which control dimensions were emphasized in decisions concerning Staff Personnel.

From the data contained in Table 37, the statistically significant correlations pertain to a positive relationship between the number of regular meetings boards had and the degree to which Monitoring activities were emphasized in relation to the other

TABLE 37

STAFF PERSONNEL: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Dimension | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | -.32 | .01 | -.27 | -.26 | .28 |
| Monitoring | .33 | -.07 | .47* | .20 | -.25 |
| Taking Corrective Action | -.14 | .13 | -.51** | .04 | .05 |

* $p < .05$
** $p < .01$

control dimensions, and a negative relationship between the number of meetings and the relative degree to which Corrective decisions were made. This indicates that in Staff Personnel decisions, boards which held more meetings in the year tended to place greater emphasis upon Monitoring decisions, while placing less emphasis upon Corrective and Standard-Setting decisions. Though not statistically significant, there was a similar finding in regard to School District Size, in which the tendency appeared to be that the boards of larger districts tended to place greater emphasis on Monitoring decisions in Staff Personnel in relation to other dimensions.

### Pupil Personnel Decisions

Correlations concerning relationships between contextual variables and the degree to which school boards have emphasized the three control dimensions in Pupil Personnel decisions are contained in Table 38.

TABLE 38

PUPIL PERSONNEL: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| | Contextual Variables | | | | |
|---|---|---|---|---|---|
| Control Dimension | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | -.21 | -.27 | -.14 | -.37* | .09 |
| Monitoring | .24 | .36* | .26 | .27 | -.36* |
| Taking Corrective Action | -.08 | -.18 | -.22 | .11 | .46* |

* p ⩽ .05

In regard to decisions made in the area of Pupil Personnel, several significant correlations emerged between contextual variables and control dimensions as data presented in Table 38 illustrate. Negative correlations for Setting Standards and Correcting, and a significant correlation of .36 for Monitoring when related to Local Fiscal Effort suggest that the boards of greater Local Fiscal Effort districts place greater relative emphasis upon Monitoring decisions in the Pupil Personnel area, while they placed less emphasis on Corrective and Standard Setting decisions.

A negative correlation of -.37 between Setting Standards and number of decisions made point to the possibility that boards which made more decisions in the year were less inclined to emphasize Standard-Setting decisions in relation to other control dimensions when making Pupil Personnel decisions.

Finally, a negative correlation of -.36 between Monitoring emphasis and number of trustees and a positive correlation of .46 between Corrective Action and number of trustees indicated that boards with more trustees had a tendency to place greater emphasis on Correcting decisions and less on Monitoring decisions.

## School-Community Relations Decisions

Possible relationships between school board contextual variables and the degree to which control dimensions have been emphasized in School-Community Relations decisions are represented in the correlations contained in Table 39.

From the data contained in Table 39, two noteworthy findings emerged. First, a negative and significant correlation of -.38

TABLE 39

SCHOOL-COMMUNITY RELATIONS: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Dimension | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | -.38* | -.43* | -.20 | -.19 | .24 |
| Monitoring | .33 | .39* | .05 | .12 | -.33 |
| Taking Corrective Action | -.04 | -.02 | .30 | .08 | .31 |

* $p \leq .05$

between District Size and emphasis on Setting Standards decisions, and a positive (though non-significant) correlation of .33 between District Size and decision emphasis on Monitoring, indicating that larger boards had a tendency to make more Monitoring decisions and less Standard-Setting decisions in the area of School-Community Relations.

Perhaps more noteworthy was the significantly negative correlation of -.43 between Local Fiscal Effort and Standard-Setting decisions and the significantly positive correlation of .39 between Monitoring emphasis and Local Fiscal Effort, indicating that the boards of greater Local Fiscal Effort districts were more inclined to emphasize Monitoring activities and were less inclined to make Standard-Setting decisions with respect to School-Community Relations.

### Curriculum and Instruction Decisions

Contextual variable-control dimension emphasis relationships are outlined in the data contained in Table 40 as they pertain to decisions made by school boards in the area of Curriculum and Instruction.

Several statistically significant correlations were found between contextual variables and control dimensions in the area of Curriculum and Instruction. A correlation of .41 between District Size and Monitoring indicated that the larger districts tended to place greater emphasis on Monitoring in proportion to the other control dimensions. From a correlation of .62 between Corrective Action and Local Fiscal Effort the finding emerged that the greater

## TABLE 40

### CURRICULUM AND INSTRUCTION: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| Control Dimension | Contextual Variable | | | | |
|---|---|---|---|---|---|
| | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | -.35 | -.25 | -.57** | -.34 | .10 |
| Monitoring | .41* | .33 | .42* | .29 | -.12 |
| Taking Corrective Action | -.13 | .62** | .08 | .22 | -.23 |

* $p \leqslant .05$
** $p < .01$

the Local Fiscal Effort of a district, the more the board was inclined to Take Corrective Action in its Curriculum and Instruction decisions. With respect to number of meetings held in the year, there was a negative correlation of -.57 between that variable and Setting Standards and a positive correlation of .42 with Monitoring. This pointed to the possibility that boards which held more meetings in the year made more Monitoring decisions and less Standard-Setting decisions in the area of Curriculum and Instruction.

## Finance and Business Management Decisions

Correlations concerning relationships between school board contextual variables and relative emphasis on control dimensions are presented in Table 41 as they pertain to decisions in the area of Finance and Business Management.

TABLE 41

FINANCE AND BUSINESS MANAGEMENT: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Dimension | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | -.24 | -.25 | -.07 | -.03 | .28 |
| Monitoring | .10 | .23 | -.39* | .10 | -.49* |
| Taking Corrective Action | .12 | -.19 | .50* | -.09 | .46* |

* $p \leqslant .05$

From correlations contained in Table 41, a negative correlation of -.39 between Monitoring emphasis and the number of meetings held by boards and a correlation of .50 between Corrective Action and number of meetings indicated that boards which held more meetings in the year placed greater relative decision emphasis on Corrective Action, while according less emphasis to Monitoring decisions in the Finance and Business Management area.

A negative correlation of -.49 between Monitoring emphasis and number of trustees, and a correlation of .46 between Corrective Action and number of trustees indicated that the more trustees that boards had, the less they emphasized Monitoring Activities and the more they emphasized Corrective Action when making decisions in the area of Finance and Business Management.

## School Plant Decisions

Correlations between school board contextual variables and relative emphasis placed upon three control dimensions in School Plant decisions are presented in Table 42.

As data contained in Table 42 illustrate, there were no statistically significant relationships between contextual variables and emphasis on control dimensions in decisions pertaining to the School Plant operational area.

## School Board Business Decisions

With respect to decisions made in the area of School Board Business, correlations concerning the emphasis on control dimensions and school board contextual variables are contained in Table 43.

## TABLE 42

## SCHOOL PLANT: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Dimension | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | -.07 | -.17 | .10 | -.13 | .24 |
| Monitoring | .01 | .21 | -.26 | -.03 | -.18 |
| Taking Corrective Action | .01 | .12 | .30 | .19 | -.20 |

TABLE 43

SCHOOL BOARD BUSINESS: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE CONTROL DIMENSIONS

| Control Dimension | Contextual Variables | | | | |
|---|---|---|---|---|---|
| | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Setting Standards | .07 | .27 | -.04 | .52** | .26 |
| Monitoring | -.14 | -.23 | .05 | -.75*** | -.22 |
| Taking Corrective Action | .18 | -.03 | -.04 | .61** | -.02 |

** $p < .01$
*** $p \leqslant .001$

As data shown in Table 43 indicate, there was a significant negative correlation of -.75 between the number of decisions made in the year and the degree of emphasis placed by boards on Monitoring decisions, while there were significant positive correlations of .52 and .61 between the number of decisions made and the degree to which boards emphasized Standard-Setting and Corrective Action respectively. The indication in this instance was that the more decisions which boards made in the year, the less they were likely to emphasize Monitoring decisions and the more they were likely to Set Standards and Take Corrective Action with regard to School Board Business.

Though statistically non-significant, there was also evidence of a tendency for boards of districts with higher Local Fiscal Effort to place less emphasis on Monitoring decisions and more on Setting

Standards when making decisions pertaining to Board Business.

## Summary

Several possible tendencies were indicated following the examination of correlations between school board contextual variables and the degree to which control dimensions were emphasized.

Concerning overall decisions, there was indicated a tendency for larger districts to place greater emphasis on Monitoring decisions and less on Standard-Setting decisions. This was also apparent in decisions made in individual operational areas and it was particularly significant with respect to School-Community Relations decisions and with respect to Curriculum and Instruction decisions.

Also in regard to the total decisions made, there emerged an indication that the more trustees a board had, the less it tended to emphasize Monitoring activities and the more it gave prominence to Corrective Action.

In decisions relating to Staff Personnel, it was found that boards which held more meetings in the year tended to place greater relative emphasis upon Monitoring decision whilst placing less emphasis upon Standard-Setting and Taking Corrective Action.

Several significant relationships were determined with respect to Pupil Personnel decisions. Boards of districts with greater Local Fiscal Effort appeared to place greater emphasis on Monitoring decisions whilst giving less prominence to Standard-Setting and Correcting. In this area also, it was found that the more decisions a board made in the year, the less it tended to emphasize Standard-Setting decisions. Finally, in Pupil Personnel decisions, boards with more trustees appeared to place greater emphasis upon Correcting decisions while placing less emphasis upon Monitoring activities.

In School-Community Relations decisions, there was a tendency for boards of districts with greater Local Fiscal Effort to place greater emphasis on Monitoring decisions and less on Standard-Setting decisions.

Several findings became apparent from an examination of correlations for the Curriculum and Instruction area. Boards representing higher Local Fiscal Effort districts evidenced a strong inclination to place greater emphasis upon Corrective Action decisions pertaining to Curriculum and Instruction. The finding also emerged that the more meetings which boards held during the year, the less they were inclined to make Standard-Setting decisions, and the more they tended to emphasize Monitoring decisions.

In the Finance and Business Management area, it was found that boards which held more meetings in the year were more inclined to emphasize Corrective Action and less inclined to emphasize Monitoring decisions in their decision-making. Boards with more trustees were also found to place greater emphasis on Corrective Action and less on Monitoring decisions in Finance and Business Management.

No significant relationships were found to exist when contextual variables and control dimensions were correlated in the area of School Plant. In the area of School Board Business, boards which made more decisions during the year tended to place less emphasis on Monitoring decisions and more on Standard-Setting. Correlations in this instance pointed to the above relationship quite strongly.

## CONTEXTUAL VARIABLES AND EMPHASIS ON DECISION LEVELS

Table 44 contains correlations between school board contextual variables and the degree of emphasis placed upon the three decision levels by school boards in their total decisions.

TABLE 44

CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | .02 | .06 | .01 | -.46* | .25 |
| Routine Administrative | .03 | -.06 | .13 | .23 | -.35 |
| Residual | -.10 | -.03 | -.29 | .51** | .21 |

* $p < .05$
** $p < .01$

No significant correlations were found to exist between decision levels and either of the contextual variables School District Size and Local Fiscal Effort.

When correlations were examined between emphasis on decision level and the number of decisions made by boards in the year, however, a significant negative correlation was found between emphasis on Policy-Oriented decisions and number of decisions per year, while a significant positive correlation emerged between emphasis on Residual decisions and that contextual variable. This seems to indicate that boards which made more decisions in the year tended to place greater emphasis upon Residual decisions and less emphasis on Policy-Oriented decisions in proportion to other decision levels.

## Staff Personnel Decisions

Correlations concerning relationships between school board contextual variables and school board decision emphasis on the three decision levels are presented in Table 45 as they relate to decisions made in the area of Staff Personnel.

TABLE 45

STAFF PERSONNEL: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | -.23 | .28 | -.37* | -.35 | .11 |
| Routine Administrative | .30 | -.19 | .45* | .03 | -.13 |
| Residual | -.19 | -.01 | -.26 | .30 | .07 |

* $p < .05$

A significant negative correlation (-.37) between the number of regular meetings held in the year and emphasis on Policy-Oriented decisions, together with the significant correlation of .45 between the number of regular meetings held and emphasis on Routine decisions seem to indicate that the more regular meetings which boards held, the less they emphasized Policy-Oriented decisions and the more they emphasized Routine decisions in the area of Staff Personnel.

Correlations also seemed to indicate the tendency in this area, for boards making the greater number of decisions to emphasize policy less and Residual decisions more.

## Pupil Personnel Decisions

Table 46 contains correlations pertinent to relationships between school board contextual variables and the relative emphasis placed upon the three decision levels in the Pupil Personnel operational area.

TABLE 46

PUPIL PERSONNEL: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | .28 | .08 | .36 | -.01 | .20 |
| Routine Administrative | -.28 | -.16 | -.15 | -.02 | -.20 |
| Residual | -.01 | .16 | -.37* | -.03 | .01 |

* $p \leq .05$

In contrast to relationships in the area of Staff Personnel, correlations concerning the number of regular meetings held appeared to be the reverse for Pupil Personnel decisions. That is, the emphasis on Policy-Oriented decisions increased and the emphasis on Residual decisions decreased as the number of regular meetings for the year became greater.

School-Community Relations Decisions

Information is presented in Table 47 as it pertains to relationships between school board contextual variables and the degree to which school boards have emphasized the three decision levels in their School-Community Relations decisions.

TABLE 47

SCHOOL-COMMUNITY RELATIONS: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | -.07 | .38* | .17 | -.25 | -.13 |
| Routine Administrative | .17 | -.44* | -.06 | .18 | .06 |
| Residual | -.18 | .11 | -.23 | .16 | .13 |

* p < .05

Again in the area of School-Community Relations, significant correlations emerged with respect to Local Fiscal Effort. In this instance there was a significant correlation of .38 between Local Fiscal Effort and relative decision emphasis on Policy-Oriented decisions, while there was a significant negative correlation between Local Fiscal Effort and Routine Administrative decisions. The indication from this seems to be that boards of districts with greater Local Fiscal Effort placed greater emphasis upon Policy-Oriented decisions and placed less emphasis on Routine Administrative decisions in the area of School-Community Relations.

Curriculum and Instruction Decisions

Data pertaining to relationships between contextual variables and emphasis placed by school boards on three decision levels are presented in Table 48 as these concern Curriculum and Instruction decisions.

TABLE 48

CURRICULUM AND INSTRUCTION: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

|  | Contextual Variable |  |  |  |  |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | .12 | -.18 | -.08 | -.15 | .03 |
| Routine Administrative | -.04 | .18 | -.10 | .13 | -.02 |
| Residual | .04 | -.13 | .06 | .38* | .00 |

* $p < .05$

The only statistically significant correlation which appeared between contextual variables and decision levels in the area of Curriculum and Instruction concerned a positive correlation of .38 between the number of decisions made by boards in the year and the extent to which they emphasized Residual-level decisions. This indicated that the more decisions boards made during the year, the more they were inclined to make decisions of a Residual nature in their decisions pertaining to Curriculum and Instruction.

## Finance and Business Management Decisions

Correlations pertaining to the relationships between contextual variables and school board decision emphasis on three control dimensions are presented in Table 49 for the Finance and Business Management operational area.

TABLE 49

FINANCE AND BUSINESS MANAGEMENT: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | .24 | -.15 | .52** | -.27 | .39* |
| Routine Administrative | -.24 | .17 | -.52** | .17 | -.44* |
| Residual | -.04 | -.10 | -.04 | .43* | .18 |

* $p < .05$
** $p < .01$

A significant correlation between number of meetings held in the year and the degree of emphasis placed upon Policy-Oriented decisions, and a significant negative correlation between number of meetings held and emphasis upon Routine decisions indicated that the more meetings which boards held in the year the more they were inclined to emphasize Policy-Oriented decisions and the less they were inclined to emphasize Routine decisions in the area of Finance and Business Management. A correlation of .43 between emphasis on Residual decisions and number of decisions made in the year indicated that, in the area of Finance and Business Management, boards which made more decisions in the year tended to place relatively greater emphasis upon Residual decisions. Significant correlations also indicated that boards with more trustees were more inclined to make proportionally more Policy decisions and less Routine decisions in the area of Finance and Business Management.

## School Plant Decisions

Table 50 presents data concerning relationships between school board contextual variables and decision emphasis on three decision levels for the area of School Plant.

There were no significant correlations between contextual variables and decision emphasis on decision levels in the area of School Plant. There did appear to be a tendency, however, for boards making the greater number of decisions per year to place greater emphasis on Residual decisions and less emphasis on Policy decisions in the School Plant operational area.

TABLE 50

SCHOOL PLANT: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | .10 | -.09 | .22 | -.24 | .12 |
| Routine Administrative | -.11 | .13 | -.23 | .13 | -.21 |
| Residual | .05 | -.16 | .07 | .30 | .36 |

School Board Business Decisions

In regard to decisions made in the area of School Board Business, correlations between school board contextual variables and decision emphasis on the three decision levels are contained in Table 51.

TABLE 51

SCHOOL BOARD BUSINESS: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON THREE DECISION LEVELS

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Decision Level | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy-Oriented | -.13 | -.06 | -.10 | .16 | .15 |
| Routine Administrative | -.03 | .10 | .13 | -.38* | -.30 |
| Residual | .30 | -.09 | -.07 | .49* | .33 |

* $p < .05$

A negative correlation of -.38 between number of decisions made and emphasis upon Routine Administrative decisions, and a correlation of .49 between number of decisions made and emphasis upon Residual decisions pointed to the tendency for boards making more decisions in the year to place greater emphasis upon Residual decisions and less emphasis upon Routine decisions in the area of School Board Business.

Summary

For the total number of decisions, there were no statistically significant correlations between the contextual variables District Size and Local Fiscal Effort and the relative emphasis placed by boards on the three decision levels. There was an indication, however, that boards which made more decisions in the year tended to place less emphasis upon Policy-Level decisions and greater emphasis upon Residual decisions.

In regard to Staff Personnel, no significant correlations emerged concerning District Size or Local Fiscal Effort. Correlations between the number of meetings held and decision levels did indicate that boards which held more meetings in the year emphasized Policy-Oriented decisions to a lesser extent while they placed greater emphasis upon Routine Administrative decisions in the Staff Personnel area.

Again, in the area of Pupil Personnel, no significant correlations existed between emphasis on decision levels and the variables School District Size and Local Fiscal Effort. In this area, there was an indication that boards which held more meetings in the year tended to place less emphasis upon Residual decisions, while they placed greater emphasis upon Policy-Oriented decisions.

In decisions related to School-Community Relations, a noteworthy finding concerned the significant relationship between Local Fiscal Effort and the degree to which boards emphasized Policy-Oriented decisions. This finding seems to indicate that boards of greater Local Fiscal Effort districts tended to place greater emphasis upon

Policy decisions, while they placed relatively less emphasis upon Routine decisions concerning School-Community Relations.

The only significant correlation which was found in the area of Curriculum and Instruction indicated that boards which made more decisions in the year were more inclined to emphasize Residual decisions in proportion to other decision levels.

With respect to decisions made in the area of Finance and Business Management, no statistically significant correlations emerged concerning District Size or Local Fiscal Effort. However, there were significant findings relating to the other contextual variables. Two of these pointed strongly to the tendency for boards holding more meetings to place greater relative emphasis upon Policy-Oriented decisions, while placing less emphasis upon Routine Administrative decisions. There was also the indication that boards making more decisions tended to place greater relative emphasis upon Residual decisions in Finance and Business Management decisions. Finally there was the finding that boards with more trustees tended to place greater emphasis upon Policy-Oriented decisions and less emphasis upon Routine Administrative decisions in the area of Finance and Business Management.

There were no significant correlations between contextual variables and decision levels in decisions relating to School Plant.

In the School Board Business operational area, it was found that there was a tendency for boards making more overall decisions in the year to make significantly more Residual decisions and less Routine Administrative decisions pertaining to School Board Business.

## CONTEXTUAL VARIABLES AND EMPHASIS ON CONTROL CATEGORIES

Table 52 contains data concerning relationships between control categories and school board contextual variables.

For the total decisions, there were no significant correlations between any of the control categories and the variables District Size and Local Fiscal Effort. The same was true for correlations concerning the number of regular meetings held per year.

Significant correlations between three of the control categories and the number of decisions made by boards indicated that boards which made more decisions in the year placed less relative decision emphasis upon the Policy—Standards control category; boards which made more decisions per year placed greater relative decision emphasis upon Routine-Level Correcting and also tended to place greater relative decision emphasis upon Residual-Level Monitoring.

In regard to total decisions, there were also significant correlations concerning control categories and the number of trustees which boards had. A correlation of .43, for example, between number of trustees and relative decision emphasis on Policy-Level Correcting indicated that boards with more trustees were inclined to make more Corrective decisions of a Policy-Oriented nature. Further, it also appeared, from a negative correlation of -.46, that boards with more trustees tended to make less decisions of a Routine-Level Monitoring nature.

## TABLE 52

## CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Category | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy—Standards | -.32 | .10 | -.18 | -.55* | .01 |
| Policy—Monitoring | .32 | .29 | -.02 | -.12 | -.17 |
| Policy—Correcting | .14 | -.08 | .17 | -.25 | .43* |
| Routine—Standards | -.20 | -.17 | -.21 | .15 | .29 |
| Routine—Monitoring | .23 | .11 | .29 | -.10 | -.46* |
| Routine—Correcting | -.19 | -.08 | -.19 | .40* | .18 |
| Residual—Standards | -.05 | -.04 | -.24 | .18 | .26 |
| Residual—Monitoring | -.10 | .01 | -.17 | .51* | .07 |
| Residual—Correcting | -.05 | -.08 | -.28 | .17 | -.03 |

* $p < .05$

## Staff Personnel Decisions

Table 53 presents correlations between school board contextual variables and the relative decision emphasis for nine control categories in regard to the area of Staff Personnel.

In this instance there was a significant correlation of .39 between District Size and Routine-Level Monitoring, pointing to the finding that boards of larger districts tended to place greater relative decision emphasis upon Routine-Level Monitoring in decisions concerning Staff Personnel.

There were no significant correlations between Local Fiscal Effort and the emphasis placed upon control categories in Staff Personnel decisions.

Two statistically significant correlations concerning the number of regular meetings held indicated that boards which held more meetings in the year tended to place less relative decision emphasis on Policy-Level Correcting while according greater emphasis upon decisions of a Routine Monitoring nature in decisions pertaining to Staff Personnel.

There was a negative correlation of -.47 between Number of Decisions and the Policy—Standards category, pointing to the finding that boards which made more decisions per year devoted less relative decision emphasis to Policy-Level Standard-Setting. There was also a fairly strong indication that boards which made more decisions in the year seemed to place greater relative decision emphasis upon Residual-Level Standard-Setting and less relative emphasis upon Residual-Level Correcting in the area of Staff Personnel.

# TABLE 53

## STAFF PERSONNEL: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Category | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy—Standards | -.19 | .16 | -.07 | -.47* | .19 |
| Policy—Monitoring | -.04 | .34 | -.27 | -.19 | -.54* |
| Policy—Correcting | -.17 | .28 | -.52** | -.07 | .07 |
| Routine—Standards | -.28 | .02 | -.34 | -.10 | .19 |
| Routine—Monitoring | .39* | -.19 | .64*** | .08 | -.14 |
| Routine—Correcting | -.08 | .01 | -.37 | .15 | .09 |
| Residual—Standards | .10 | .18 | -.23 | .66*** | .12 |
| Residual—Monitoring | -.21 | -.06 | -.19 | .09 | -.02 |
| Residual—Correcting | -.08 | .13 | -.03 | .41* | .10 |

* $p < .05$
** $p < .01$
*** $p < .001$

Finally, a negative correlation of -.54 between number of trustees and relative decision emphasis upon Policy-Level Monitoring indicated that boards with more trustees tended to place less emphasis upon Policy-Level Monitoring decisions in the Staff Personnel operational area.

Pupil Personnel Decisions

Data pertaining to the relationships between school board contextual variables and school board emphasis upon the nine control categories is contained in Table 54 as it relates to decisions made in the area of Pupil Personnel.

A correlation of .55 between District Size and the Policy—Monitoring control category pointed to the tendency for larger boards to place greater relative decision emphasis upon Policy-Level Monitoring in respect to their Pupil Personnel decisions.

Concerning Local Fiscal Effort, a correlation of .39 was found between that variable and school board decision emphasis upon the Residual-Level Correcting control category, indicating that boards of greater Local Fiscal Effort districts tended to place greater relative decision emphasis upon Residual-Level Correcting in the area of Pupil Personnel.

There were indications of significant relationships between the number of regular meetings held and the control categories Policy-Level Standard-Setting and Policy-Level Monitoring. These seemed to indicate that boards holding more regular meetings in the year placed greater relative decision emphasis upon Policy-Level Standard-Setting and upon Policy-Level Monitoring in the Pupil Personnel operational

## TABLE 54

## PUPIL PERSONNEL: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Category | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy—Standards | .09 | -.03 | .37* | -.07 | .12 |
| Policy—Monitoring | .55** | .23 | .39* | .22 | .06 |
| Policy—Correcting | .02 | .05 | -.31 | -.09 | .25 |
| Routine—Standards | -.25 | -.27 | -.31 | -.23 | -.02 |
| Routine—Monitoring | .04 | .25 | .19 | .10 | -.37 |
| Routine—Correcting | -.08 | -.26 | -.08 | .16 | .39* |
| Residual—Standards | -.15 | -.08 | -.30 | -.36 | .09 |
| Residual—Monitoring | .30 | .34 | -.12 | .66*** | -.14 |
| Residual—Correcting | -.11 | .39* | -.22 | -.14 | .00 |

* $p < .05$
** $p \leq .01$
*** $p < .001$

area. However, with respect to the number of decisions a board made during the year, a correlation of .66 indicated that boards making more decisions in the year placed greater relative decision emphasis upon Residual-Level Monitoring in Pupil Personnel decisions.

Finally, a correlation of .39 indicated that the more trustees a board had, the more it tended to emphasize Routine-Level Correcting in this operational area.

### School-Community Relations Decisions

Table 55 contains correlations between school board contextual variables and relative decision emphasis upon the nine control categories in decisions concerning School-Community Relations.

It appears, from a significant correlation of .39 that the larger districts in the study sample placed greater relative decision emphasis upon Policy-Level Monitoring decisions in the School-Community Relations area.

Statistically significant correlations were again found to exist between Local Fiscal Effort and emphasis on a category concerning School-Community Relations. In this instance, significant correlations pointed to the findings that boards of higher Local Fiscal Effort districts placed greater relative decision emphasis upon decisions in the Policy-Level Monitoring category and upon decisions in the Policy-Level Correcting category, while they placed less emphasis upon the Routine-Level Correcting category in decisions pertaining to this operational area.

A correlation of .54 seemed to indicate that boards which held more meetings during the year placed greater relative decision

TABLE 55

SCHOOL-COMMUNITY RELATIONS: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| Control Category | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
|---|---|---|---|---|---|
| | Contextual Variable | | | | |
| Policy—Standards | -.19 | .10 | .17 | -.27 | -.14 |
| Policy—Monitoring | .39* | .52** | .33 | .07 | -.01 |
| Policy—Correcting | .00 | .39* | -.20 | -.07 | .00 |
| Routine—Standards | -.20 | -.56** | -.22 | -.05 | .37 |
| Routine—Monitoring | .30 | .31 | -.02 | .11 | -.41* |
| Routine—Correcting | .01 | -.31 | .54** | .20 | .34 |
| Residual—Standards | -.14 | .11 | -.26 | .14 | -.05 |
| Residual—Monitoring | -.14 | .00 | .07 | .05 | .47* |
| Residual—Correcting | .00 | .00 | .00 | .00 | .00 |

* $p < .05$
** $p < .01$

emphasis upon decisions in the Routine-Level Correcting category in School-Community Relations decisions.

Finally, correlations indicated that the boards with more trustees placed less emphasis on Routine-Level Monitoring decisions and more relative decision emphasis upon Residual-Level Monitoring pertaining to School-Community Relations.

## Curriculum and Instruction Decisions

Correlations between school board contextual variables and the relative decision emphasis placed by boards upon each of the nine control categories for the area of Curriculum and Instruction are presented in Table 56.

No significant correlations were found to exist between District Size and emphasis on each of the nine control categories in this area. However, significant correlations between two of the categories and Local Fiscal Effort seemed to indicate that the boards of districts with greater Local Fiscal Effort placed greater relative decision emphasis upon Routine-Level Monitoring and upon Routine-Level Correcting in the area of Curriculum and Instruction.

In terms of the number of meetings held, it appeared that boards holding more meetings during the year placed less emphasis upon Routine-Level Standard-Setting while they placed greater relative decision emphasis upon Routine-Level Monitoring in this operational area.

In contrast to findings reported earlier concerning relationships between the number of decisions made and emphasis upon Policy-Oriented decisions, a correlation of .55 indicates here that boards which made more decisions during the year placed greater emphasis upon

## TABLE 56

## CURRICULUM AND INSTRUCTION: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Category | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy—Standards | .01 | .11 | -.29 | -.28 | -.02 |
| Policy—Monitoring | .15 | -.09 | .04 | -.18 | .04 |
| Policy—Correcting | .18 | -.19 | .32 | .55** | .11 |
| Routine—Standards | -.33 | -.29 | -.38* | -.17 | .10 |
| Routine—Monitoring | .33 | .38* | .39* | .36 | -.14 |
| Routine—Correcting | -.09 | .47* | -.28 | .08 | .03 |
| Residual—Standards | .00 | .00 | .00 | .00 | .00 |
| Residual—Monitoring | .04 | -.13 | .06 | .38* | .00 |
| Residual—Correcting | .00 | .00 | .00 | .00 | .00 |

* p < .05
** p < .01

Policy-Level Correcting decisions in the Curriculum and Instruction area. From a correlation of .38, however, it would also seem that they also tended to place greater emphasis upon Residual-Level Monitoring decisions.

## Finance and Business Management Decisions

Correlations between school board contextual variables and the relative decision emphasis placed by boards on the nine control categories in Finance and Business Management decisions are contained in Table 57.

With respect to School District Size, it was found that the larger jurisdictions tended to place less emphasis on the Routine—Correcting control category in making Finance and Business Management decisions. A correlation of -.39 was found for this relationship.

No significant correlations emerged from an examination of relationships between Local Fiscal Effort and emphasis on control categories in this area.

The number of regular meetings held in the year correlated significantly (.54) with the relative decision emphasis placed by boards upon decisions in the Policy-Level Correcting category, indicating that boards holding more regular meetings during the year placed greater emphasis upon Policy-Level Correcting decisions in respect to Finance and Business Management.

Findings concerning the number of decisions made during the year indicated that boards making more decisions in the year placed less relative decision emphasis upon decisions in the Policy-Level Standard-Setting category and more relative decision emphasis upon

## TABLE 57

## FINANCE AND BUSINESS MANAGEMENT: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| Control Category | Contextual Variable | | | | |
|---|---|---|---|---|---|
| | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy—Standards | -.22 | .07 | -.09 | -.44* | -.09 |
| Policy—Monitoring | .21 | .14 | -.09 | -.03 | -.31 |
| Policy—Correcting | .33 | -.11 | .54** | -.10 | .48* |
| Routine—Standards | -.26 | -.28 | -.01 | .07 | .31 |
| Routine—Monitoring | .04 | .20 | -.33 | .06 | -.52** |
| Routine—Correcting | -.39* | .13 | -.17 | .07 | .06 |
| Residual—Standards | .03 | -.18 | .07 | .40* | .16 |
| Residual—Monitoring | -.26 | -.03 | -.04 | .33 | .23 |
| Residual—Correcting | .04 | -.26 | -.17 | -.11 | -.22 |

* p < .05
** p < .01

Residual-Level Standard-Setting.

Finally, correlations of .48 and -.52 between number of trustees and Policy-Level Correcting and Routine-Level Monitoring respectively indicated that boards with more trustees emphasized Policy-Level Correcting decisions in Finance and Business Management to a greater extent while they emphasized Routine-Level Monitoring in that operational area to a lesser extent.

## School Plant Decisions

Correlations between school board contextual variables and the relative decision emphasis placed by boards on control categories are presented in Table 58 as they pertain to decisions made in the area of School Plant.

As illustrated in Table 58, no significant correlations existed between emphasis upon control categories and the variables School District Size and Local Fiscal Effort.

Correlations between number of regular meetings held and decision emphasis upon Policy-Level Correcting and between regular meetings held and decision emphasis upon Residual-Level Standard-Setting were .57 to .49 respectively. These significant correlations seemed to indicate that boards holding more regular meetings were more inclined to emphasize Policy-Level Correcting in their decisions, while at the same time placing more emphasis upon Residual-Level Standard-Setting.

In terms of the number of decisions which boards made, a correlation of .48 indicated that boards making more decisions in the year placed greater relative decision emphasis upon Residual-Level

TABLE 58

SCHOOL PLANT: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| | Contextual Variable | | | | |
|---|---|---|---|---|---|
| Control Category | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy—Standards | -.10 | -.21 | -.21 | -.33 | .06 |
| Policy—Monitoring | .01 | -.08 | .03 | -.23 | .02 |
| Policy—Correcting | .23 | .18 | .57** | .15 | .06 |
| Routine—Standards | -.05 | -.18 | .01 | .12 | .20 |
| Routine—Monitoring | .02 | .22 | -.23 | -.03 | -.19 |
| Routine—Correcting | -.16 | .07 | .02 | .14 | -.33 |
| Residual—Standards | .28 | -.09 | .49* | -.07 | .45* |
| Residual—Monitoring | -.06 | -.04 | -.07 | .48* | .10 |
| Residual—Correcting | .02 | -.18 | -.08 | .11 | .07 |

* $p < .05$
** $p < .01$

Monitoring decisions concerning School Plant.

A significant correlation of .45 between the number of trustees and relative emphasis upon Residual-Level Standard-Setting seemed to indicate that boards with more trustees tended to place greater relative decision emphasis upon decisions in the Residual-Level Standard-Setting control category when making decisions pertaining to School Plant.

## School Board Business Decisions

Data concerning the relationships between school board contextual variables and the relative decision emphasis placed by boards on each of the nine control categories are contained in Table 59 as they pertain to School Board Business decisions.

A significant correlation of .54 between District Size and relative decision emphasis upon Residual-Level Monitoring decisions pointed to the finding that boards of larger jurisdictions tended to place relatively greater decision emphasis upon Residual-Level Monitoring decisions when making decisions concerning School Board Business.

No significant correlations were found between Local Fiscal Effort and emphasis on control categories, or between the number of regular meetings held and emphasis on control categories in the School Board Business area.

Several significant correlations concerning the number of decisions made were found. It is noteworthy that all three of the Routine level control categories correlated significantly (one negatively) with the number of decisions made. The indication from these

## TABLE 59

## SCHOOL BOARD BUSINESS: CORRELATIONS BETWEEN SCHOOL BOARD CONTEXTUAL VARIABLES AND RELATIVE DECISION EMPHASIS ON NINE CONTROL CATEGORIES

| Control Category | Contextual Variable | | | | |
|---|---|---|---|---|---|
| | District Size | Local Fiscal Effort | Regular Meetings Held | No. of Decisions Made | No. of Trustees |
| Policy—Standards | -.18 | .06 | .04 | .16 | .01 |
| Policy—Monitoring | .01 | -.01 | -.27 | .05 | .01 |
| Policy—Correcting | -.02 | -.21 | -.04 | .03 | .26 |
| Routine—Standards | .07 | .30 | -.04 | .51** | .25 |
| Routine—Monitoring | -.15 | -.23 | .07 | -.75*** | -.22 |
| Routine—Correcting | .19 | .01 | -.02 | .60** | -.09 |
| Residual—Standards | .28 | -.12 | -.05 | .43* | .37* |
| Residual—Monitoring | .54** | .08 | .12 | .49* | -.32 |
| Residual—Correcting | -.08 | .06 | -.22 | .25 | .36 |

* p < .05
** p < .01
*** p < .001

was that the boards which made more decisions in the year placed greater relative decision emphasis upon Routine-Level Standard-Setting and Routine-Level Correcting while placing less emphasis upon Routine-Level Monitoring in the area of School Board Business. It was also found that relative emphasis upon Residual-Level Standard-Setting and Monitoring increased significantly according to the number of decisions made in the year.

Finally, a correlation of .37 indicated that boards with more trustees placed greater relative decision emphasis upon Residual-Level Monitoring in decisions concerning School Board Business.

## Summary

From the correlations which have been discussed in this section several points concerning the relationships between contextual variables and relative decision emphasis on each of the nine control categories have emerged. These are summarized in Figure XXXVI.

For total decisions, significant negative correlations were found between the number of decisions boards made in the year and the decision emphasis placed on Policy-Level Standard-Setting, indicating that boards which made more decisions in the year tended to place less relative decision emphasis upon decisions in the Policy-Level Standard-Setting category. Similar significant findings were found when this relationship was studied for Staff Personnel decisions and Finance and Business Management decisions.

Further significant findings concerning the number of decisions made in the year indicated that boards which made more decisions in the

| | | Setting Standards | Monitoring | Taking Corrective Action |
|---|---|---|---|---|
| Policy-Oriented | TOTAL | Decisions made in the year (r = -.55) | | No. of trustees on board (r = .43) |
| | STAFF | Decisions made in the year (r = -.47) | No. of trustees on board (r = -.54) | Meetings held in the year (r = -.52) |
| | PUPILS | Meetings held in the year (r = .37) | District Size (r = -.55)<br>Meetings held in the year (r = .39) | |
| | COMMUNITY | | District Size (r = .39)<br>Local Fiscal Effort (r = .52) | Local Fiscal Effort (r = .39) |
| | CURRIC. | | | Decisions made in the year (r = .55) |
| | FINANCE | Decisions made in the year (r = -.44) | | Meetings held in the year (r = .54)<br>No. of trustees on board (r = .48) |
| | PLANT | | | Meetings held in the year (r = .57) |
| | BOARD | | | |
| Routine Administrative | TOTAL | | No. of trustees on board (r = -.46) | Decisions made in the year (r = .40) |
| | STAFF | | District Size (r = .39)<br>Meetings held in the year (r = .64) | |
| | PUPILS | | | No. of trustees on board (r = .39) |
| | COMMUNITY | Local Fiscal Effort (r = -.56) | No. of trustees on board (r = -.41) | Meetings held in the year (r = .54) |
| | CURRIC. | Meetings held in the year (r = -.38) | Local Fiscal Effort (r = .38)<br>Meetings held in the year (r = .39) | Local Fiscal Effort (r = .47) |
| | FINANCE | | Number of trustees on board (r = -.52) | District Size (r = -.39) |
| | PLANT | | | |
| | BOARD | Decisions made in the year (r = .51) | Decisions made in the year (r = -.75) | Decisions made in the year (r = .60) |
| Residual | TOTAL | | Decisions made in the year (r = .51) | |
| | STAFF | Decisions made in the year (r = .66) | | Decisions made in the year (r = .41) |
| | PUPILS | | Decisions made in the year (r = .66) | Local Fiscal Effort (r = .39) |
| | COMMUNITY | | No. of trustees on board (r = .47) | |
| | CURRIC. | | Decisions made in the year (r = .38) | |
| | FINANCE | Decisions made in the year (r = .40) | | |
| | PLANT | Meetings held in the year (r = .49)<br>No. of trustees on board (r = .45) | Decisions made in the year (r = .48) | |
| | BOARD | Decisions made in the year (r = .43)<br>No. of trustees on board (r = .37) | Decisions made in the year (r = .49)<br>District Size (r = .54) | |

FIGURE XXXVI

A SUMMARY OF SIGNIFICANT CORRELATIONS BETWEEN CONTEXTUAL VARIABLES AND EMPHASIS ON CONTROL CATEGORIES FOR TOTAL DECISIONS AND SEVEN OPERATIONAL AREAS year placed greater relative decision emphasis on Residual-Level Monitoring decisions. As correlations indicate, this was true for total decisions and also for decisions in the areas of Pupil Personnel, Curriculum and Instruction, School Plant and School Board Business. In addition, there were significant positive correlations between the number of decisions made in the year and school board relative decision emphasis upon Residual-Level Standard-Setting in the areas of Staff Personnel, Finance and Business Management and School Board Business. The number of decisions made in the year was also correlated significantly positively with emphasis on Residual-Level Correcting in the area of Staff Personnel.

In terms of the variable District Size, there were no significant correlations between this variable and emphasis upon control categories for total decisions. However, several significant correlations emerged in this regard for specific operational areas. These indicated that boards of larger districts:

- placed greater relative decision emphasis upon Policy-Level Monitoring decisions in the area of Pupil Personnel and School-Community Relations;
- placed greater relative decision emphasis upon Routine-Level Monitoring decisions in the area of Staff Personnel;
- placed greater relative decision emphasis upon Residual-Level Monitoring decisions in the area of School Board Business;
- placed less relative decision emphasis upon Routine-Level

Correcting in the area of Finance and Business Management.

Though no significant correlations concerning Local Fiscal Effort and decision emphasis on control categories emerged for total decisions, there were several significant correlations in this respect for specific operational areas. This was particularly noteworthy in decisions concerning School-Community Relations. Significant findings indicated that the boards with greater Local Fiscal Effort tended to place greater relative decision emphasis upon Policy-Level Monitoring and Policy-Level Correcting while placing less relative decision emphasis upon Routine-Level Standard-Setting.

In the Curriculum and Instruction area, correlations pointed to the finding that boards of districts with greater Local Fiscal Effort placed greater emphasis upon Routine-Level Monitoring and Routine-Level Correcting.

Correlations between the number of meetings held in the year and emphasis on control categories, indicated that, in the area of Staff Personnel, boards holding more meetings in the year placed less emphasis upon Policy-Level Correcting decisions and more relative decision emphasis upon Routine-Level Monitoring decisions. In contrast, in the areas of Finance and Business Management and School Plant, boards holding more meetings placed greater relative decision emphasis upon Policy-Level Correcting. In School-Community Relations the indication was that boards holding more meetings in the year emphasized Routine-Level Correcting decisions to a greater extent. In the area of Curriculum and Instruction, significant correlations indicated that boards holding more meetings in the year placed less relative decision emphasis upon Routine-Level Standard-Setting.

Finally, with respect to the number of trustees, findings for total decisions pointed to the tendency for boards with more trustees to place greater relative decision emphasis upon Policy-Level Correcting decisions, while they placed less emphasis upon the Routine-Level Monitoring category. Both these relationships also pertained to decisions in the Finance and Business Management area. On the other hand, it was found that in the areas of School Plant and School Board Business, boards with more trustees placed greater emphasis upon Residual-Level Standard-Setting decisions. In the School-Community Relations area, the indication was that boards with more trustees placed greater emphasis upon Residual-Level Monitoring and less emphasis upon Routine-Level Monitoring.

## Chapter X

## SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This study was designed to facilitate the development and application of a framework for the description of the control exerted by boards of education. The framework which was developed required the investigation of operational areas, control dimensions, decision levels and control categories. The application of the framework consisted of, first, describing decision emphases related to each facet of the control framework and, second, investigating relationships between these emphases and several contextual variables of school boards. This application was facilitated by the examination of eight specific problems.

Findings are summarized in this chapter as they apply to each of the eight problems which have been investigated. Several broad conclusions which have been drawn from this discussion are then stated and, finally, recommendations pertaining to the use of the framework, the results of the study, and further research in this area are suggested.

### SUMMARY AND DISCUSSION OF FINDINGS

Problem #1

What has been the relative emphasis placed by school boards on:

(a) Staff Personnel?

(b) Pupil Personnel?

(c) School-Community Relations?

(d) Curriculum and Instruction?

(e) School Finance and Business Management?

(f) School Plant?

(g) School Board Business?

(h) General Tasks?

The analysis of the 6,623 decisions revealed that School Finance and Business Management was given greatest emphasis in school board decisions. This area accounted for 28.4 percent of the total decisions while the area of Staff Personnel accounted for 25.7 percent. The areas least emphasized were those of Curriculum and Instruction and General Tasks. These were responsible for 3.0 percent and 0.2 percent of the total decisions respectively.

School Board Business decisions accounted for 17.3 percent of the decisions, although these were to a considerable extent of a procedural nature. Individual boards varied considerably in the degree of emphasis which they placed upon School Board Business decisions. However, boards were consistent in the prominence given to decisions in the area of Finance and Business Management and in the low emphasis devoted to Curriculum and Instruction.

An investigation of the types of decisions made in the area of Finance and Business Management revealed that, apart from general Finance and Business Management decisions, School Plant accounted for the greatest proportion of decisions in this category (29.8 percent) while Staff Personnel and Pupil Personnel accounted for 10.5 and 9.5 percent respectively. Curriculum and Instruction decisions accounted for only 2.4 percent of Finance and Business Management decisions.

Findings indicate that the boards in this study were concerned predominantly with decisions pertaining to finance, staff, and the general considerations which relate to their own operation. In fact these three areas have accounted for over 70 percent of the total decisions made. Two reasons might explain this emphasis. First, these areas might require greater emphasis in school district operation than do other areas and, second, boards might consider these as areas in which they have greater legitimate jurisdiction as opposed to other areas. The latter suggestion might explain the minimal emphasis devoted by boards to decisions in the area of Curriculum and Instruction. This area has been referred to in Chapter III as an "interna" aspect of education which has become recognized as a provincial rather than a local responsibility.

Problem #2

(a) For all decisions, and (b) for each operational area:
To what extent did school boards made decisions relating to:

(a) Setting Standards and Objectives?
(b) Monitoring?
(c) Taking Corrective Action?

Analysis for the total number of decisions revealed that school board decisions were predominantly of a Monitoring nature. This dimension accounted for 56.6 percent of the decisions while Setting Standards and Taking Corrective Action accounted for 29.7 percent and 13.7 percent respectively. This was also the order of emphasis for each individual board.

The degree to which the three control dimensions were emphasized varied according to operational area. Monitoring decisions received more emphasis in Staff Personnel and School Board Business than they did in any other operational area. Setting Standards were more heavily emphasized than were Monitoring decisions in the area of School-Community Relations. It is noteworthy that there was a more even distribution of decisions according to control dimension in the Finance and Business Management operational area.

In terms of overall decisions, results seem to indicate that the boards in this study were concerned for the greater part with decisions which involved checking on activities under their jurisdiction particularly with regard to Staff Personnel and aspects of their own functions as boards. There is a strong indication, however, that this does not hold for decisions in every operational area. The greater emphasis placed by boards on Setting Standards in the School-Community Relations area suggests that these boards adopt a different role in making community-related decisions than they do in making decisions concerning Staff Personnel. Likewise, decisions in the area of Finance and Business Management indicate that each control dimension is of similar importance and that boards find it as necessary to set standards and take corrective action in this area as they do to monitor performance.

A point which derives from these findings is that it is not sufficient to describe control purely on the basis of total decisions of school boards. The analysis of decision emphases in the light of each operational area is necessary in order to obtain a more detailed and more accurate description.

Problem #3

(a) For all decisions, and (b) for each operational area:

To what extent were school board decisions:

(a) Policy-Oriented?

(b) Routine Administrative?

(c) Residual?

Findings indicated that Routine Administrative decisions received the greatest relative decision emphasis in the total decisions. This decision level accounted for 81.5 percent of the decisions made, while Policy-Oriented decisions and Residual decisions accounted for 14.9 percent and 3.6 percent respectively. Each of the boards in the study agreed in terms of the order in which these decision levels were emphasized. This order was also consistent for the decisions made in each operational area.

In addition, it was found that Residual decisions were made most in the areas of Staff Personnel and School-Community Relations; boards frequently made more Residual decisions than Policy-Oriented decisions; Residual decisions were given very little emphasis in the areas of Curriculum and Instruction and Finance and Business Management; Policy-Oriented decisions were most frequently made in the areas of Finance and Business Management and School Plant.

Though the strong emphasis on Routine Administrative decisions was fairly consistent according to operational area, it is noteworthy that boards seem more inclined to make Policy-Oriented decisions when making decisions concerning financial matters or school plant matters. It appears that issues in these areas are more conducive to higher-level decisions. On the other hand, the inclination of boards to deal with residual-type decisions in the areas of Staff Personnel and School-Community Relations seems to indicate that they tend to handle matters in these areas which could perhaps be easily handled at a lower level in the school system, or at least outside the board room.

Problem #4

(a) For all decisions, and (b) for each operational area: To what extent were school board decisions represented in each of the control categories in the control dimension-decision-level model?

From the analysis of board minutes it was found that the major decision emphasis was placed by boards on Routine-Level Monitoring activities while Routine-Level Standard-Setting constituted the second largest category of emphasis. When decision emphases for individual boards were investigated, this was also found to be the case for each individual board. The control category which received least relative decision emphasis was that of Residual-Level Correcting, and decisions of most individual boards also tended to be consistent with this pattern.

When the major emphases were investigated for each operational area, it was found that Routine-Level Monitoring decisions and Routine-Level Standard-Setting also received prominence in each area with respect to being the two most heavily emphasized categories. Operational areas varied, however, in terms of the relative degree to which control categories were given prominence.

When emphases were compared in terms of operational areas, it was found that Routine-Level Monitoring received greatest relative decision emphasis in respect to Staff Personnel decisions and School Board Business decisions. In contrast, decisions in the areas of School-Community Relations and Finance and Business Management were much less oriented to Routine-Level Monitoring decisions.

Routine-Level Standard-Setting decisions were made in the School-Community Relations area to a greater extent than they were in any other area.

At the policy level, Policy-Level Standard-Setting in most instances received greatest relative decision emphasis and was emphasized to the greatest extent in the School-Community Relations area. In the Finance and Business Management area, however, more emphasis was devoted to Policy-Level Correcting decisions.

In regard to Residual-Level decisions, it is noteworthy that most boards made decisions in the Residual-Level Monitoring category when making Staff Personnel decisions. Similar emphasis was placed on the Residual-Level Standard-Setting category in School-Community Relations decisions.

The indication from the analysis of the total decisions for each board and of the decisions made in each operational area was that boards were predominantly inclined toward Routine-Level Monitoring activities in their decisions. That is, they most frequently made decisions directed at routine checking of progress, performance, activities, etc., of the multifarious components of their jurisdiction.

It appears as though Staff Personnel and School Board Business lend themselves most heavily to this type of decision, perhaps because these areas require constant reassessment and routine checking and that such activities in these areas are more the prerogative of the school board.

Finance and Business Management and School-Community Relations, on the other hand, appear to require less "organization" and constant assessment and checking. By their nature, many of the decisions in these areas lend themselves to considerations which pertain to "higher level" control. The greater emphasis placed upon Policy-Level Correcting in Finance and Business Management decisions, relative to other Policy level control categories, may indicate that board decisions of a financial nature are often a large-scale attempt to change or make improvements upon an existing situation.

### Problem #5

> Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each operational area?

An examination of correlations between contextual variables and the decision emphasis on each operational area indicated the following relationships (which, however, are not intended to imply causality):

- boards of larger districts tended to place greater relative decision emphasis on Curriculum and Instruction;
- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on School-Community Relations;

- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on Curriculum and Instruction;
- boards holding more meetings in the year tended to place greater relative decision emphasis on School Board Business;
- boards holding more meetings in the year tended to place less relative decision emphasis on School Plant;
- boards making more decisions in the year tended to place greater relative decision emphasis on Staff Personnel;
- boards making more decisions in the year tended to place less relative decision emphasis on Finance and Business Management.

In regard to Curriculum and Instruction, it appears that (although this constitutes the least emphasized of the operational areas) relatively greater attention is given to this area by the boards of the larger districts and by boards of the more "fiscally independent" districts. Perhaps greater size and greater local fiscal effort provide boards with a greater sense of freedom to be more involved in an area is possibly recognized as the decision prerogative of "the administration" or of the Provincial Government. If responsibility for such decisions is delegated, then perhaps the more "fiscally independent" districts and the larger jurisdictions feel it more incumbent upon them to have more of an active say in Curriculum and Instruction-related decisions. An example of this might concern "locally-developed" courses of instruction. Districts with greater enrollments probably have greater need for, and more room for experimentation with "locally-developed" courses. There were numerous decisions of this nature made during the period which was analyzed.

The indication of a possible relationship between Local Fiscal Effort and emphasis on School-Community Relations is noteworthy. It concerns the argument involving the effect of financial considerations upon the maintenance of local interests and initiative in education. This finding, if substantiated further, might add credence to the idea that less Local Fiscal Effort and greater reliance upon Provincial Government grants might be a move away from local community commitment.

The greater emphasis placed upon School Board Business as the number of meetings in the year increases indicates that, as boards hold more meetings in the year, the more relative decision emphasis they tend to place upon aspects of their own organization and the more they tend to deal with procedural-type issues.

Operational areas tend to vary considerably in their relationship to contextual variables. Concerning the number of decisions boards made, it appears as though Finance and Business Management received less emphasis in relation to other areas as boards made more decisions in the year. In the area of Staff Personnel, however, the opposite was the case, that is, boards which made more decisions in the year placed greater emphasis in this area in relation to other areas. Further differences were indicated upon examination of other problem areas.

Problem #6

(a) For all decisions, and (b) for each operational area: Were there any significant relationships between school district contextual variables and the relative decision emphasis which boards placed upon each of the three control dimensions?

Several tendencies (not implying causality) were indicated in the examination of correlations between school board contextual variables and the degree to which boards emphasized each of the three control dimensions.

With respect to overall decisions:

- boards of larger districts tended to place greater relative decision emphasis on Monitoring decisions and less on Standard-Setting decisions;
- boards with more trustees tended to place greater relative decision emphasis on Corrective Action and less on Monitoring decisions.

In the area of Staff Personnel:

- boards which held more meetings in the year tended to place greater relative decision emphasis on Monitoring activities and less on Standard-Setting and Corrective Action.

In the area of Pupil Personnel:

- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on Monitoring and Correcting and less on Standard-Setting;
- boards which made more decisions in the year tended to place less emphasis on Standard-Setting;
- boards with more trustees tended to make more Corrective decisions and less Monitoring decisions.

In the area of School-Community Relations:

- boards of larger districts tended to place greater relative decision emphasis on Monitoring activities and less on Standard-Setting;
- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis upon Monitoring and less upon Standard-Setting.

In the area of Curriculum and Instruction:

- boards of larger districts tended to place greater relative decision emphasis on Monitoring and less on Standard-Setting;
- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on Corrective decisions;
- boards holding more meetings in the year tended to place greater relative decision emphasis on Monitoring decisions and less on Standard-Setting.

In the area of Finance and Business Management:

- boards holding more meetings in the year tended to place greater relative decision emphasis on Corrective decisions and less on Monitoring decisions;
- boards with more trustees tended to place greater relative decision emphasis on Corrective decisions and less on Monitoring decisions.

In the area of School Plant:

- no significant correlations were found.

In the area of School Board Business:

- boards making more decisions in the year tended to place greater relative decision emphasis on Standard-Setting and less on Monitoring decisions.

The tendency for larger districts to place less emphasis upon Standard-Setting decisions and to place greater emphasis upon checking activities addresses a need among larger districts. Having larger enrollments, and consequently more staff, larger physical plant, etc., the larger jurisdictions would probably need to emphasize the checking aspects of their responsibility to a greater extent than is possibly the case with jurisdictions of smaller size and complexity. This was not only the case in regard to total decisions, it also applied to decisions in the areas of School-Community Relations and Curriculum and Instruction.

That boards with more trustees placed greater emphasis on Corrective decisions suggests that the boards with more trustees showed greater inclination to make decisions of a corrective nature, which might not be undertaken by a small group. Further, boards with more trustees also tended to take more Corrective Action in the area of Pupil Personnel and in the area of Finance and Business Management.

Again it seems that the nature of relationships involving decision emphases and contextual variables varied markedly according to operational area. The more decisions boards made in the year, the more they emphasized Monitoring activities in the Staff Personnel and Curriculum and Instruction areas. However, the reverse was the case with Finance and Business Management in which an increase in decisions meant a decrease in the relative decision emphasis devoted to Monitoring activities.

The increased emphasis on Monitoring decisions in the areas of Pupil Personnel and School-Community Relations as Local Fiscal Effort increased could pertain to the felt need to check more frequently and diligently facets of pupil-services and community-school interaction due to the higher financial commitment between the community and the school in higher Local Fiscal Effort districts. Further, the tendency for Correcting in Curriculum and Instruction to be emphasized more as Local Fiscal Effort increased might reflect a freedom which boards feel in terms of making changes concerning curriculum in the district's schools.

The more decisions boards made, the less they tended to Monitor in regard to School Board Business and the more they tended to Set Standards. The strong indication which produced this finding might be indicative of the need felt by boards to set additional procedural standards, governing their own activities as the volume of decisions increased.

Problem #7

(a) For all decisions, and (b) for each operational area: Were there any significant relationships between school district contextual variables and the relative decision emphasis which school boards placed upon each of the three decision levels?

Significant correlations with respect to the above problem have pointed toward the following relationships without implying causality:

For the total decisions:

- boards making more decisions in the year tended to place less relative decision emphasis on Policy-Oriented decisions and more on Residual decisions.

In the area of Staff Personnel:

- boards holding more meetings in the year tended to place greater relative decision emphasis on Routine Administration and less on Policy-Oriented decisions.

In the area of Pupil Personnel:

- boards holding more meetings in the year tended to place greater relative decision emphasis on Policy-Oriented decisions and less on Residual decisions.

In the area of School-Community Relations:

- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on Policy-Oriented decisions and less on Routine Administration.

In the area of Curriculum and Instruction:

- boards which made more decisions in the year tended to place greater relative decision emphasis on Residual decisions.

In the area of Finance and Business Management:

- boards holding more meetings in the year tended to place greater relative decision emphasis on Policy-Oriented decisions and less on Routine Administrative decisions;
- boards which made more decisions in the year tended to

place greater relative decision emphasis on Residual decisions;

- boards with more trustees tended to place greater relative decision emphasis on Policy-Oriented decisions and less on Routine Administration.

In the area of School Plant:

- no significant correlations were found.

In the area of School Board Business:

- boards which made more decisions in the year tended to place greater relative decision emphasis on Residual decisions and less on Policy-Oriented decisions.

One of the more noteworthy of the above tendencies concerns the relationship between the number of decisions which boards made in the year and the relative decision emphasis which they placed upon Policy level and Residual level decisions. The indication was that the more decisions boards made in the year, the less they emphasized Policy level decisions and the more they gave relative prominence to Residual level decisions. Thus there appeared to be a point for the school boards in their decision-making at which productivity in terms of Policy level decisions decreased and the tendency to deal with concerns of a Residual nature increased. This was strongly indicated, not only in regard to the overall decisions, but also when each individual operational area was investigated.

With respect to the number of meetings which boards held in the year, there was again evidence of contrasting tendencies between operational areas. In the area of Staff Personnel, for example, more meetings in the year tended to indicate less emphasis on Policy-Oriented decisions, while in the areas of Finance and Business Management and Pupil Personnel, boards holding more meetings in the year placed greater relative decision emphasis on Policy-Oriented decisions.

The finding that boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on Policy-Oriented decisions in the area of School-Community Relations adds credence to the earlier discussion concerning the exercise of greater commitment by higher-level Local Fiscal Effort districts to community-related issues.

That boards with more trustees tended to emphasize Policy-Oriented decisions to a greater extent in the area of Finance and Business Management also provides additional support to the suggestion concerning the tendency for boards with more trustees to make more "important" decisions.

### Problem #8

(a) For all decisions, and (b) for each operational area: Were there any significant relationships between school board contextual variables and the relative decision emphasis which boards placed upon each of the nine control categories?

The following tendencies (without implying causality) were indicated in significant correlations which emerged with respect to the above problem:

For the total decisions:

- boards which made more decisions in the year tended to place less relative decision emphasis on Policy-Level Standard-

Setting decisions;

- boards with more trustees tended to place greater relative decision emphasis on Policy-Level Correcting decisions and less on Routine-Level Monitoring decisions.

In the area of Staff Personnel:

- boards which made more decisions in the year tended to place less relative decision emphasis on Policy-Level Standard-Setting decisions and more on Residual-Level Standard-Setting and Residual-Level Correcting;
- boards of larger districts tended to place greater relative decision emphasis on Routine-Level Monitoring decisions;
- boards holding more meetings in the year tended to place less relative decision emphasis on Policy-Level Correcting and more on Routine-Level Monitoring.

In the area of Pupil Personnel:

- boards which made more decisions in the year tended to place greater relative decision emphasis on Residual-Level Monitoring;
- boards of larger districts tended to place greater relative decision emphasis on Policy-Level Monitoring.

In the area of School-Community Relations:

- boards of larger districts tended to place greater relative decision emphasis on Policy-Level Monitoring decisions;
- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on Policy-Level Monitoring and Policy-Level Correcting decisions and less on

Routine-Level Standard-Setting;

- boards holding more meetings in the year tended to place greater relative decision emphasis on Routine-Level Correcting;
- boards with more trustees tended to place greater relative decision emphasis on Residual-Level Monitoring.

In the area of Curriculum and Instruction:

- boards making more decisions in the year tended to place greater relative decision emphasis on Residual-Level Monitoring;
- boards of districts with greater Local Fiscal Effort tended to place greater relative decision emphasis on Routine-Level Correcting and Routine-Level Monitoring;
- boards holding more meetings in the year tended to place less relative decision emphasis on Routine-Level Standard-Setting.

In the area of Finance and Business Management:

- boards making more decisions in the year tended to place less relative decision emphasis on Policy-Oriented Standard-Setting decisions and more on Residual-Level Standard-Setting.
- boards of larger districts tended to place less relative decision emphasis on Routine-Level Correcting decisions;
- boards holding more meetings in the year tended to place greater relative decision emphasis on Policy-Level Correcting decisions;
- boards with more trustees tended to place greater relative

decision emphasis on Policy-Level Correcting and less on Routine-Level Monitoring.

In the area of School Plant:

- boards making more decisions in the year tended to place greater relative decision emphasis on Residual-Level Monitoring decisions;
- boards holding more meetings in the year tended to place greater relative decision emphasis on Policy-Level Correcting decisions;
- boards with more trustees tended to place greater relative decision emphasis on Residual-Level Standard-Setting.

In the area of School Board Business:

- boards making more decisions in the year tended to place greater relative decision emphasis on Residual-Level Monitoring and Residual-Level Standard-Setting decisions;
- boards of larger districts tended to place greater relative decision emphasis on Residual-Level Monitoring decisions;
- boards with more trustees tended to place greater relative decision emphasis on Residual-Level Standard-Setting decisions.

Numerous possible relationships between the number of decisions made and different decision emphases were further elaborated upon in findings pertaining to control categories. There was considerable evidence, not only in total decisions but also in most of the operational areas, supporting the general tendency for more decisions in the year to represent proportionately less Policy level control and more Residual level control.

Differences between operational areas were once again apparent in the relationship between District Size and emphasis on control categories. While it appeared that the larger districts placed greater emphasis on Policy-Level Monitoring decisions in the areas of School-Community Relations and Pupil Personnel, this was in contrast to School Board Business, in which the larger the district, the greater tended to be the emphasis on Residual-Level Monitoring decisions.

There were also contrasts when relationships between control categories and Number of Meetings were investigated. In this instance, the more meetings which were held, the less were Policy-Level Correcting decisions emphasized in the Staff Personnel area, but the more they tended to be emphasized in Finance and Business Management and School Plant decisions. It seems as though those boards in the study which required more meetings in the year, required them mainly for the purpose of making Policy level decisions in the areas of School Plant and Finance and Business Management.

The further evidence concerning the relationship between Local Fiscal Effort and School-Community Relations indicated that greater decision emphasis was placed upon Policy-Level Monitoring and Policy-Level Correcting in the area of School-Community Relations by higher Local Fiscal Effort districts. In Curriculum and Instruction, greater Local Fiscal Effort indicated greater relative decision emphasis on Routine-Level Monitoring and Correcting.

The greater emphasis on Policy-Level Correcting for total decisions and for decisions in the Finance and Business Management area by boards with more trustees again points toward a tendency for boards with greater trustee representation to approach more decisions of a higher-level and corrective nature. However, this was not the case for all operational areas. In fact, greater emphasis was placed on Residual-Level Monitoring in School-Community Relations and on Residual-Level Standard-Setting in School Plant and School Board Business by boards with more trustees.

## GENERAL CONCLUSIONS

From the foregoing summary of findings and the discussion which accompanied it, several recurring ideas and tendencies emerged. These constitute the major conclusions of this research and, together with a general conclusion concerning the framework which was used, they are stated below.

1. In regard to the framework developed for this study, the overall model has provided a means by which the description of control at a specific policy-level in education can be achieved. In this regard, it has facilitated an examination of the type and degree of control exerted by boards in terms of the different facets of organizing for education at the school district level. Several comments concerning aspects of the utility and basic structure of the framework as employed in this study are made under the recommendations which follow these conclusions.

2. The type and level of control exerted, and the relationship of these to contextual variables, vary according to operational area.

3. Although it was considered a possibility in Chapter II,

no attempt is made here to suggest that findings point to school board effectiveness or the lack of it. What has been accomplished has been a description of decision emphases and an examination of the various factors which might influence them. Upon reflection, emphasis on various decision levels or control categories can not be taken as a viable indicator of effectiveness without consideration of a multiplicity of factors and relationships at the school system level. For research to come up with a figure concerning emphasis upon Policy-level decisions and then to state that "policy-making has not been emphasized enough" or that "boards are therefore less effective" might be erroneous. It seems that more research is needed and more questions require an answer before such conclusions as these can be drawn.

4. A tendency which was common in decision emphases in all of the operational areas concerned the relationship between the total number of decisions made by boards and the relative emphasis which was placed upon the levels of decision. The strong indication in this regard points to the conclusion that greater "productivity" in terms of decisions (beyond a certain point) leads to a decrease in the relative emphasis placed on Policy-level decisions and an increase in emphasis on Residual-level decisions. The corollary to this statement is that school boards preoccupied with making decisions "for decisions' sake" tend to be more preoccupied with "ad hoc"-type decisions of little implication for the purposes of the school system.

5. Emphases placed by boards upon operational areas in this study were generally in agreement with the findings of other research. In this regard, findings were in agreement with those of earlier

research in the prominence which was given to Finance and Business Management, School Board Business, Staff Personnel and School Plant and in terms of the consistently low emphasis which boards placed upon Curriculum and Instruction decisions.

6. The tendency for "greater Local Fiscal Effort" boards not only to place greater relative emphasis on School-Community Relations decisions, but also to make those decisions with particular respect to Policy-Level Monitoring and Correcting in that area seems to bring those boards more in keeping with the suggestion by Campbell, Cunningham and McPhee (1965:158) that "school boards are controlling bodies acting in the interests of the local community they represent."

7. That greater District Size and greater Local Fiscal Effort might be related to greater emphasis upon Curriculum and Instruction decisions seems to indicate that these two contextual variables might give boards additional "freedom" to become more involved in that "interna" aspect of education, generally recognized as being predominantly a provincial government prerogative.

8. School board decision emphases are predominantly oriented toward Routine-Level Monitoring activities.

9. Comparison with other research concerning school board emphasis on decision levels does not appear to be viable, as criteria are not consistent from one study to another, and categorization procedures are not adequately specified. If Residual decisions can be equated with "trivia," then school board preoccupation with "trivia" was not on the whole extensive.

10. There might be a tendency for boards with more trustees

to make higher-level and more corrective-type decisions particularly in the area of Finance and Business Management.

## RECOMMENDATIONS

### Recommendations for School Boards

1. In regard to productivity in terms of the total number of decisions made by school boards, a major recommendation concerns school board utilization of time and effort. It appears that more decisions tend only to foster increasing emphasis on residual matters. Mere volume of decisions does not appear to be conducive to productivity in terms of the utility of decisions. Perhaps greater attention could be devoted to structuring agendas in such a way as to eliminate the inconsequential type of issue. Perhaps, also, matters of minimal importance to the system need not be tackled by the board as these could be delegated to specific committees or to members of the administration. The effort to make more decisions does not, in short, appear to be a fruitful one.

2. Another recommendation of importance to school boards concerns the minimal control which has been exercised over Curriculum and Instruction in school board decisions. It appears that greater attention to this area by school boards is appropriate. Such attention need not be directed primarily at Policy-Level Standard-Setting or Correcting. Greater Monitoring activity would have utility, particularly at a time when Curriculum and Instruction continues to be an issue of some considerable public interest and public scrutiny. Perhaps it is time that school boards adopted a more active role in this respect.

3. Though the relationship between Local Fiscal Effort and the emphasis placed by boards on School-Community Relations requires further research in order that it may be substantiated (or rejected), the issue of "local initiative" and the consideration of local interests in educational matters remains a concern of importance. Even with greater government funding of education at the local level, channels should be kept open for school boards to have that element of freedom to make decisions of local importance, such as those directed at the review, approval and implementation of locally developed curricula.

4. Policy-level control is vitally important to school systems, but generalizations pertaining to the extent to which Policy-level decisions should be emphasized can not be made to all school boards. It is recommended here, therefore, that boards should not be preoccupied with the extent to which they make Policy-level decisions in relation to other boards. Of greater importance is the degree to which boards examine the quality of their own Policy-level decisions in terms of their value to their own school systems. It is noteworthy that very few of the decisions which were analyzed in this research pertained to "metapolicy" (policy concerning policy) or to the assessment of existing policy. Consideration of this would appear to be an important suggestion for boards in their decision-making activities.

## Recommendations for Study

1. In terms of the replicability of this study, several aspects of the utility of and structure of the framework require comment. Holsti (1968:646) has noted that:

> to ensure results which are replicable, the investigator must specify explicitly the indicators that determine which units fall into each category.

In order to better facilitate this study's replicability, a description of coding procedures, specific rules, coding examples and reliability-testing procedures is contained in Appendix A.

However, a more specific categorization according to decision level appears to be warranted. The broad nature of some of the categories left room for further subdivision. Care is also needed in the definition of control categories and decision levels and in the adherence to these definitions. In this respect, the establishment of criteria, definitively and according to decision example, is of paramount importance. In this study, delineating the parameters of each category was a major task. It requires further work in terms of testing against more decision examples.

2. Concerning the further utility of the control dimension-decision level framework, the distribution of control might be investigated. Utilizing the cells in the matrix, an instrument might be developed from decisions which have appeared in each cell. Perceptions may then be obtained from individuals at different hierarchical levels, and these compared and discussed in terms of the framework. Thus a more definitive approach to the investigation of control distribution may be achieved.

3. Several additional possibilities for further study emerge from this investigation. These pertain to:

- the further investigation of relationships between Local Fiscal Effort and aspects of control at the school district level;

- the investigation of possible explanations for school board emphasis or lack of emphasis on specific operational areas;
- further exploration of relationships between contextual variables and aspects of control, and further examination of factors which might explain these relationships;
- the development of a profile for an "effective" school board based upon situation, specific operational areas, and contextual variables.

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# APPENDICES

# APPENDIX A

# SPECIFIC CODING AND CATEGORIZING PROCEDURES

## SPECIFIC CODING AND CATEGORIZING PROCEDURES

### CODING SCHOOL BOARDS AND SETS OF MINUTES

For each of the boards in the study, an identification letter was allotted, and references to the board and the district were erased from each set of minutes by an individual other than the researcher. On each set of minutes appeared the board letter and the number of that particular set.

### GENERAL CATEGORIZING PROCEDURES

For each decision, three separate questions were asked:

(a) What control dimension does this decision represent?

(b) What decision level does this decision represent?

(c) To what operational area does this decision apply?

On each set of minutes, answers to these three questions were placed in code next to each decision. These were then transferred to sheets for each operational area and for each board. The frequency of decisions in each of the categories in the control framework was tallied in this manner. A sample tally sheet is illustrated in Figure XXXVII.

### PROCEDURES FOR "DOUBTFUL" OR "INSUFFICIENT INFORMATION" CATEGORIZATIONS

During the categorization process, several instances arose in which categorization was made impossible through the lack of information on certain decisions or through ambiguously recorded decisions. On these occasions, the details pertaining to the number

SCHOOL BOARD: U1-18 OPERATIONAL AREA: School Finance and Business Management

Decisions as Percentage of Total = (20.4%)

| | S.S.&O. | M. | T.C.A. | |
|---|---|---|---|---|
| P-O. | ✓✓✓✓✓<br>5 (5.9%) | ✓<br>1 (1.2%) | ✓✓✓✓✓✓✓✓✓✓✓<br>11 (12.9%) | 17 (20.0%) |
| R.A. | ✓✓✓✓✓✓✓✓✓✓✓✓<br>✓✓✓✓✓✓✓✓✓✓✓✓<br>✓✓✓<br>27 (31.8%) | ✓✓✓✓✓✓✓✓✓✓✓✓<br>✓✓✓✓✓✓✓✓✓✓✓✓<br>✓✓✓✓✓<br>29 (34.1%) | ✓✓✓✓✓✓✓✓✓✓✓<br>11 (12.9%) | 67 (78.8%) |
| RES. | -- | ✓<br>1 (1.2%) | -- | 1 (1.2%) |
| | 32 (37.6%) | 31 (36.5%) | 22 (25.9%) | 85 |

FIGURE XXXVII

TALLY SHEET UTILIZED FOR RECORDING OF SCHOOL BOARD DECISION EMPHASES of the decision, the date of the meeting and what information was available on the decision were recorded on a separate sheet. Upon completion of the major categorization exercise, the boards responsible for these decisions were identified and their respective secretary treasurers were contacted in order to secure the necessary additional information. In several instances, contacting the boards was made unnecessary through the clarification of certain doubtful decisions in subsequent minutes.

## GENERAL RULES AND COMMON EXAMPLES OF CATEGORIZATIONS

In this research, several general rules were adhered to. These are outlined below under each of the three general category headings utilized in the research framework. (In categorizing a decision, the primary intent of the decision was used, except in instances where two or more decisions were made under one motion.)

### Control Dimensions

- Where a board decided to "table" a motion this was categorized as a Monitoring decision.

- Approval of staff appointments and resignations were categorized as Monitoring decisions. In fact a general rule was that when anything was ratified, approved, endorsed, adopted, received as information, etc., it was categorized under Monitoring. This included the adoption of committee reports etc..

- The specification of a time, a quantity, a number of individuals, aims or purposes were often associated with Setting Standards or Objectives, unless these were specified to correct a given situation.

- The naming of signing authorities was categorized as Setting Standards.

- The establishment of insurance policy terms was categorized as Setting Standards, as were the acceptance of tenders and the establishment of new school programs.

- The statement of a board's position on a given issue was categorized as a Setting Standards decision.

- The borrowing of money to meet operating and debt services expenditures was categorized as a Corrective Action.

- The amendment, removal, rescindment, etc. of an existing policy, decision or agenda, was categorized as a Corrective Action.

- The extension of meetings beyond a specified time limit was categorized as a Corrective Action.

- Decisions to increase the mill rate were categorized as Corrective Action decisions.

Decision Levels

- The statement of a board's position on a general or province-wide issue was categorized as a Policy-Oriented decision.

- The approval and submission of annual budgets were categorized as Policy-Oriented decisions.

- Budget bylaws were generally considered under the Policy-Oriented category.

- The approval of monthly budgets, reports, etc. were categorized as Routine Administrative decisions.

- The approval of hirings, resignations, leaves of absence, 2-92

etc. were categorized as Routine Administrative decisions.

- The approval of specific field trips, days in session, uses of school facilities, etc. were categorized as Routine Administrative decisions.

- In regard to decisions concerning expenditures for construction and additions to schools etc. a "cut-off" point of $100,000 was generally adhered to in differentiating between Policy-level and Routine-level categorization.

- Similar specific cut-off points were established in differentiating between Routine-level and Residual-level categorizations. The granting of leaves of absence for more than one day for staff was regarded as Routine, whereas less than that was categorized as a Residual decision.

- The decision to send an individual to a session of a conference was categorized as a Residual decision.

- The approval of a "professional improvement bonus" for one course taken by one teacher was categorized as a Residual decision.

Operational Areas

- In this research, references to local colleges were categorized under School-Community Relations.

- The establishment of, and dealings with, district planning committees were categorized under School-Community Relations.

- Decisions pertaining to field trips were placed in the Pupil Personnel category.

- Decisions concerning the "Summer Employment Program" were categorized under Pupil Personnel.

- Decisions concerning bus routes and attendance zones, etc. were categorized under Pupil Personnel.

- Decisions concerning school buses were categorized under School Plant.

- The granting of permission for groups to use school facilities was categorized as a School Plant decision.

- The adoption of monthly and annual budget reports was categorized under Finance and Business Management.

- Decisions pertaining to tenders were considered under Finance and Business Management.

- Decisions concerning the mill rate were categorized under Finance and Business Management.

- Naming auditors for the year was considered a Finance and Business Management activity.

- Decisions pertaining to insurance terms, etc. were categorized under Finance and Business Management.

- Decisions pertaining to teachers' salaries, bonuses, transportation assistance for pupils, etc. were categorized under Finance and Business Management.

- Decisions pertaining to extension of meetings, changes in agenda, adoption of minutes and trustee considerations (other than financial) were categorized under School Board Business.

- The acceptance of general correspondence concerning the board was categorized under School Board Business.

- Approval of "inservice" and "professional" days was categorized under Staff Personnel.

- Time-tabling decisions for schools were categorized under Curriculum and Instruction.

- Ordering of library and instructional materials was categorized under Curriculum and Instruction.

## RELIABILITY-TESTING PROCEDURES

### (a) Inter-rater Reliability

1. Identify two or more raters other than the researcher.

2. Conduct a briefing session: define categories and major properties applying to them; discuss examples of decisions in each category using the control dimension-decision level diagram; discuss specific problem areas e.g. what to do with "procedural-type" decisions; clarify the particular idiosyncracies of the regions under study which might influence categorizations.

3. Conduct a test using 20 decisions. With no interaction have each rater (and the researcher) record on separate sheets:

    1-3 for the control dimension represented by each decision;
    1-3 for the decision level represented by each decision;
    1-8 for the operational area represented by each decision.

   Calculate agreement levels between raters, and between raters and the researcher on each categorization for the 20 decisions.

4. Discuss each decision as a group in terms of individual categorizations, and discuss differences and reasons for them. Refer these to definitions, and record specific criteria overlooked or underemphasized in the initial briefing.

5. Conduct a second test using 30 decisions. (Try not to

allow too much time to elapse between sessions.)

6. Conduct further discussion/testing sessions if necessary.

(b) Reliability over Time

1. Take care to record categorizations in code next to each decision on each set of minutes.

2. After the major categorization has been completed, allow two months and then randomly select 50 decisions from the research content.

3. Have the original coding for the selected decisions recorded by another individual and then obliterated from the sets of minutes.

4. Recode each of the selected decisions.

5. Calculate agreement levels between first and second categorizations for each of the three sets of categories.